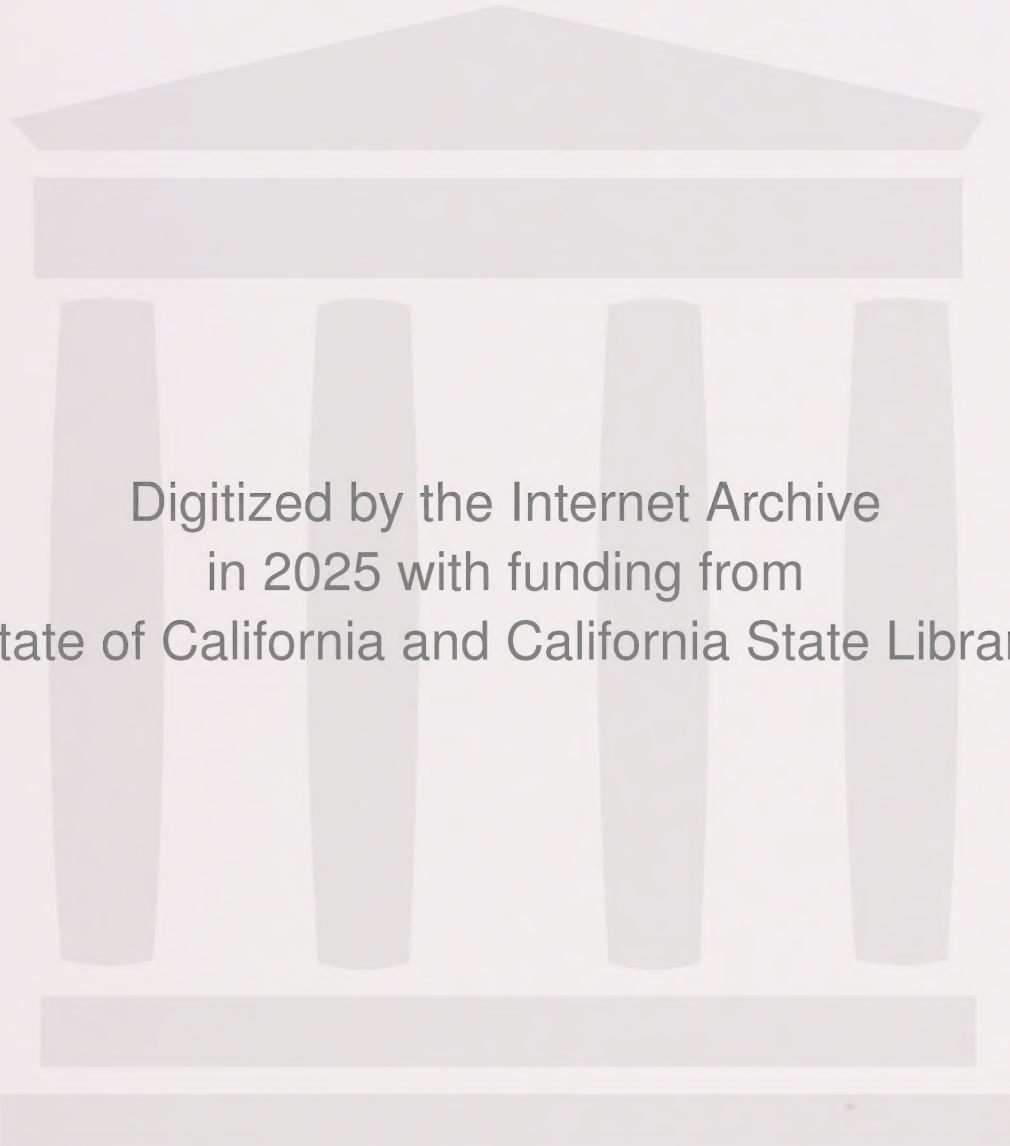


CITY OF BURBANK

Housing Element

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HOUSING ELEMENT

of the

City of Burbank General Plan

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Prepared by the City of Burbank Community Development Department
Advance Planning Section

Adopted by Burbank City Council on June 20, 1989
Resolution No. 22,692

HOUSING ELEMENT

TABLE OF CONTENTS

SECTION I - INTRODUCTION

A. BACKGROUND	1
B. THE HOUSING ELEMENT	2
C. CONTENTS OF THE HOUSING ELEMENT	3
D. RELATIONSHIP OF THE HOUSING ELEMENT TO OTHER GENERAL PLAN ELEMENTS	3
E. UPDATE, REVIEW AND REVISION	4
F. PUBLIC PARTICIPATION	4

SECTION II - POPULATION PROFILE AND HOUSING CHARACTERISTICS

A. CITY BACKGROUND	5
B. POPULATION	5
C. HOUSEHOLD CHARACTERISTICS	6
1. Size and Number of Households	6
2. Income and Employment	6
D. HOUSING STOCK CHARACTERISTICS	7
1. Housing Supply	7
2. Housing Condition	8
3. Vacancy Rate	9

SECTION III - HOUSING NEEDS ASSESSMENT

A. PLANNING AREA	10
B. HOUSING NEEDS	10
1. Immediate Housing Needs	11
2. Future Housing Needs	20
3. Residential Energy Conservation	22

SECTION IV - HOUSING CONSTRAINTS ANALYSIS

A. NON-GOVERNMENTAL CONSTRAINTS	25
B. GOVERNMENTAL CONSTRAINTS	26
1. Land Use and Zoning	27
2. Residential Growth Management Ordinance	31
3. Permit Approval (Processing and Fees)	32
4. Service and Facility Infrastructure	34
5. Utilization of Federal and State Programs	35
6. Manufactured and Factory-Built Housing	38
7. Second Units in R-1 Zones	39

SECTION V - GOALS, POLICIES AND OBJECTIVES

A. HOUSING OPPORTUNITY AND ACCESSIBILITY	40
B. HOUSING SUPPLY AND AVAILABILITY	41
C. AFFORDABILITY	42
D. HOUSING PRESERVATION AND REVITALIZATION	43
E. SERVICE INFRASTRUCTURE	44
F. CHILD CARE	45
G. THE HOMELESS AND EMERGENCY SHELTERS	45
H. ELDERLY HOUSING	46

SECTION VI - HOUSING PROGRAM

A. SUMMARY OF HOUSING PROGRAMS	47
1. Rental Assistance	47
2. Residential Rehabilitation	47
3. New Construction	48
B. DESCRIPTION OF HOUSING PROGRAMS	49
<u>Active Programs</u>	
1. Residential Rehabilitation Loan Program	49
2. Building and Fire Code Enforcement Program	52
3. Neighborhood Revitalization Program	52
4. Land Use Element and Zoning Ordinance	52
5. Section 8 Housing Assistance Program	53
6. Residential Condominium Conversion Regulations	54
7. Fair Housing Program	55
8. Second Dwelling Unit Program	56
9. Program for the Construction of Affordable Housing	56
10. Comprehensive New Construction Incentives Program	58
11. Lifeline Credit Program (Utility Users Tax Exemption)	60
12. Emergency Shelter	60
<u>Programs Being Formulated</u>	
13. Affordable Senior Housing	61
14. Program to be Funded by Tax Increment Set-Aside for Low and Moderate Income Housing	63

SECTION VII - ASSESSMENT OF GOALS, POLICIES, OBJECTIVES AND PROGRAMS

A. OVERVIEW	71
B. GOALS AND POLICIES	74
1. Housing Opportunity and Accessibility	74
2. Housing Supply and Availability	74
3. Affordability	75
4. Housing Preservation	75
5. Service Infrastructure	77

C. PROGRAMS	77
1. Housing Revitalization	77
2. Building and Fire Code Enforcement Program	78
3. Neighborhood Revitalization Program	78
4. Land Use Element and Zoning Ordinance.	78
5. Section 8 Existing Housing Program	79
6. Residential Condominium Conversion Regulations	79
7. Fair Housing Program.	80
8. Program for Construction of New Affordable Housing	80
9. Affordable Housing Program (Redevelopment Tax Increment Financed)	80
10. Second Units in R-1 Zones.	80
11. Below Market Rate Financing.	81
12. Comprehensive New Construction Incentives Program	81
SECTION VIII - <u>GLOSSARY</u>	82

CHARTS

Description of Housing Programs	66
Housing Programs Addressing Major Needs Areas	70
Summary of Major Programs Goals in the 1984 Housing Element and Performance	72

I. INTRODUCTION

A. BACKGROUND

With the recent and proposed changes in the role of the federal government, and the resultant shifting of federal priorities, housing policy and the meeting of housing needs will increasingly depend on what is done at the local, regional and state levels. State housing law and its policies make local jurisdictions the primary implementers of this policy and provide a detailed outline for directing these efforts.

Both the federal and state governments consider the availability of housing and the provision of a suitable living environment to be a priority issue. The problems which most seriously threaten the attainment of this goal are the increasing cost of housing and the imbalance between the location of jobs and available housing.

According to the Southern California Association of Governments (SCAG), housing prices have risen nationally over the past ten to 15 years with the prices in Southern California rising even faster than the rest of the nation. Housing costs, in terms of the average share of household income spent for housing, have risen nationally from 22 percent in 1970 to 29 percent in 1987 according to SCAG; in Southern California, the increase has been more drastic, with an average of 36 percent of household income being spent on housing in 1987.

The imbalance between the available housing supply and the availability of jobs--often called the jobs/housing imbalance--is an increasingly serious problem in the Southern California region. Whereas the available supply of new housing is and will continue to be in the inland areas of the region (Riverside and San Bernardino counties), the demand for new housing is near the coast--in Los Angeles and Orange counties--where 80 percent of the new jobs are expected to occur.

The resulting jobs/housing imbalance--on both a regional and sub-regional scale--has the effect of inflating the price of housing where jobs are abundant, and creating traffic congestion associated with long job-related commutes, as well as the accompanying problems of air pollution and infrastructure demand.

Research done by SCAG shows that of the 20 subregions in the Southern California area, three are considered to be job rich (i.e., they provide more than the number of jobs necessary for the number of

residents in the subregion), 12 are considered to be housing rich (i.e., they provide less than the required number of jobs for the number of dwelling units) and the remaining five are considered to have a balanced supply of jobs and housing. Burbank, as part of the San Fernando Valley subregion, is in one of the balanced subregions. SCAG forecasts for the year 2010 however show the San Fernando Valley subregion as job rich/housing poor. The impacts of this are likely to be traffic congestion--as the large number of people employed in the subregion commute to work--and continued inflated housing costs and demand for new housing.

B. THE HOUSING ELEMENT

It is the purpose of the Housing Element to identify existing and projected housing needs and to establish goals, policies, objectives and programs for the preservation, improvement and development of housing to meet the needs of all economic sectors of the community.

The California Department of Housing and Community Development considers the Housing Element to be the most important tool for addressing housing needs in California.

In 1967 the California State Legislature adopted legislation effective July 1, 1969, that required the Housing Element as a component of the General Plan. In October 1972, the City of Burbank adopted its first Housing Element of the General Plan. The Element was first revised in 1982 in accordance with guidelines that were adopted by the California Department of Housing and Community Development and with applicable state law. In 1984, the adopted Housing Element was again revised and updated in accordance with the newly adopted Government Code Section 65580, et. seq.

In accordance with Government Code Section 65588(b)(1), local governments within the regional jurisdiction of the Southern California Association of Governments (SCAG)--such as Burbank--must update and revise the Housing Element at least every five years with the present revision adopted no later than July 1, 1989.

C. CONTENTS OF THE HOUSING ELEMENT

This revised Housing Element is written by the requirements of Government Code Sections 65580 through 65589.8 and consists of the following:

- Assessment of immediate housing needs;
- Projected new construction needs;
- Analysis of existing and potential sites for housing of all types of the jurisdiction;
- Assessment of actual and potential governmental and non-governmental constraints on the maintenance, improvement, and development of housing for all income levels;
- Analysis of the opportunities for energy conservation in residential development;
- Analysis of special housing needs such as the homeless, handicapped, elderly, large families, farmworkers, and families with female heads of households;
- Goals, policies and objectives;
- Programs to meet identified need;
- Analysis and assessment of past programs, goals, policies and objectives.

D. RELATIONSHIP OF THE HOUSING ELEMENT TO OTHER GENERAL PLAN ELEMENTS

Government Code Section 65300.5 requires the Housing Element to be internally consistent and compatible with all the other elements of the General Plan. This section states: "The legislature intends that the General Plan, its elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agencies". The Land Use Element was updated and revised in 1988. The Circulation Element, adopted in 1965, is in the process of being updated. Policies in these two key Elements have been checked to ensure compatibility with policies and programs contained in the Housing Element. For example, both the Housing and Land Use elements have the goal of preserving the single family residential neighborhoods and ensuring that residential land is provided to accommodate all types and densities of housing.

E. UPDATE, REVIEW AND REVISION

In accordance with State Government Code Section 65588, the review of the Housing Element shall be completed as frequently as appropriate but not less than every five years to evaluate all of the following:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal;
- The effectiveness of the housing element in attainment of the community's housing goals and objectives;
- The progress of the city, county, or city and county in implementation of the housing element.

Each revision must take into account the needs of all economic groups within the community. It must also directly address the housing needs of low and moderate income groups.

A draft of the Housing Element is required to be evaluated by the California State Department of Housing and Community Development (HCD) prior to its amendment. The City Council must consider input from HCD prior to adoption of the final Housing Element.

F. PUBLIC PARTICIPATION

The public input for the update of the Housing Element of the General Plan was obtained mostly from public hearings before the Planning Board and the City Council, and written comments. Prior to adoption, the draft Housing Element was readily available to the public at all branches of the Burbank public library and the Planning Division of the Community Development Department. Citizens received public notice of the availability of the draft Element and subsequent public hearings before the Planning Board and City Council and were encouraged to comment on the draft Element either by oral or written communications.

The responses from Planning Board, City Council, private citizen groups, citizens, and community organizations were all reviewed and utilized in the development of the goals and policies of the Housing Element.

II. POPULATION PROFILE AND HOUSING CHARACTERISTICS

A. CITY BACKGROUND

Burbank has historically been a regional employment center based in the early years on the aircraft industries and expanding in recent years due to the growing media-related industries in the City.

Burbank experienced its highest level of growth in the 1940s as a product of the nation's war effort and the expansion of the local aircraft and motion picture industries. From 1960 to 1980, Burbank's population showed a steady and increasingly sharp decline. In part, this decline resulted from the nationwide phenomenon of decreasing family size, which had a greater impact on built-up cities, like Burbank, with no room to expand. As stated in 1980 by the U.S. Bureau of the Census, most cities would have had to expand their housing stock by ten percent or more in the intervening ten years just to maintain their 1970 population. These two decades also witnessed a significant aging of the City's population. Single family homes once housing a family of four or five persons were being occupied by older parents whose children had grown up and left home, or by single widowed heads of households.

Burbank's population is once again growing, having made a dramatic turnaround since 1980. This resurgence of growth can be attributed to an increase in new housing development which is being absorbed almost as fast as it is being built. Burbank is an increasingly desirable place to live, as evidenced by the high price of homes and high rents, and the low residential vacancy rates. The City's growing role as a major employment center creates an added demand for more housing in the area.

B. POPULATION

The City's population has grown dramatically since its incorporation in 1911. Between 1940 and 1950, the population increased nearly 130 percent from 34,377 to 78,577. The population peaked in 1960 at 90,155 and then declined to its 1980 total of 84,625. Once again on the upswing, it is estimated that the population will continue to grow at a moderate rate of about 0.5 to 0.7 percent annually over the 20-year

period from 1985 to 2005. According to the Land Use Element of the General Plan, the expected population in the year 2005 is 96,599. This estimate was based on expected future housing production, vacancy rates and recycling of land to higher densities. The 1988 estimated population is 90,000.

C. HOUSEHOLD CHARACTERISTICS

1. SIZE AND NUMBER OF HOUSEHOLDS

There were approximately 39,150 households in Burbank by the end of 1988. Household size in Burbank has declined since the mid-1960s. In 1980, 30 percent of Burbank's households were one-person households. The current average size of households in the City is estimated at 2.3. It is projected that the trend is towards a decrease in household size to 2.25 by the year 2005. The decrease in household size can be attributed to two factors: California Department of Finance projections on household size and composition, and the increasing proportion of higher density multiple family dwellings in the City's housing stock.

2. INCOME AND EMPLOYMENT

As of 1988, HUD estimates the median family income for Los Angeles County as \$35,500. This is an increase of approximately 63.5 percent over the \$22,504 median income in 1980 for the Burbank area, which was in turn a 96 percent increase over the 1970 median family income. In 1980, the median household income in Burbank was 3.7 percent above the County median income.

Burbank is known as a regional employment center for the San Fernando Valley and surrounding areas as a result of its unusually large and varied economic base. Intense City Center development, aircraft and related industries, and Media District employment, including entertainment, communications, medical fields and related industries are responsible for a job-rich area. Estimated 1985 employment in Burbank was 82,000 according to SCAG. The City's major employers include:

Lockheed California Co.	13,000 employees
St. Joseph Medical Center	2,600
National Broadcasting Co.	2,037
Columbia	1,257

City of Burbank	1,248
The Burbank Studios	1,200
Walt Disney Productions	1,182
Burbank Unified School District	1,100
Warner Bros.	900
plus	2,100 temporary
ITT General Controls	931
Menasco Mfg. Co.	603

Source: Community Development Department, 1989

An estimated 38,000 additional job opportunities are expected to be created by the year 2005.

D. HOUSING STOCK CHARACTERISTICS

Burbank has traditionally been known for its quality single family neighborhoods and suburban ambience. More than one-third of all City land is devoted to residential uses and 80 percent of all residential land is for single family residences. To date, it has been the market demands and population growth which have dictated the City's housing needs and the growth of the housing stock, rather than any specific growth policy. As of 1985, 80 percent of Burbank's housing stock was built prior to 1960 in response to the population boom up to that year. 1940 to 1950 saw an 85 percent increase in the City's housing stock, with an additional 44 percent built from 1950 to 1960. The housing stock in Burbank increased only three percent from 1970 to 1980, indicating a definite leveling off of housing construction during that period. Since 1982 there has been a resurgence of residential construction reflecting the cyclical nature of the housing market.

For the most part, Burbank is totally built out today, with very little vacant land available for residential building. New residential development is therefore limited, for the most part, to the few parcels of privately-owned steep mountainous hillside property, or to vacant or underused land in areas of the City zoned for multiple family dwellings. Over the past few years, an increasingly large proportion of multiple family as compared to single family dwellings have been constructed.

1. HOUSING SUPPLY

By the end of 1988 the total number of housing units in the City was about 38,720. This includes about 20,530 multiple family

units and 18,190 single family units. This represents an increase of about 3,000 units over the 1985 housing supply. Due to the very limited amount of vacant land in the City this increase is primarily the result of the recycling of land by the private sector which is the key to increasing the housing supply in the City. Although there has been a limited amount of new single family residential construction on vacant land in the foothill areas, most of the new residential development is multiple family. Multiple family dwellings comprised 50 percent of the City's housing stock in 1983. By 1988 this figure had grown to about 53 percent. As the new structures are built, older units are removed from the housing stock. As projected in the Land Use Element, the City is expected to add close to 6,000 units by the year 2005, most of which will be multiple family units.

2. HOUSING CONDITION

The condition of the housing stock in Burbank is relatively good. This can be attributed to relatively high property values and active Code enforcement. In 1988, the City estimated it had 2,332 substandard units, 2,189 units of which are suitable for rehabilitation and 143 units of which need to be replaced. Substandard units now comprise 5.8 percent of the total housing stock. In 1980, the City estimated it had 3,560 substandard units or about 9.6 percent of all units.

Much of the City's housing stock is now reaching the critical point at which it should be replaced or undergo substantial rehabilitation. A large proportion of the oldest housing is in single family neighborhoods. Though there are numerous deteriorated dwellings throughout the City, they are not concentrated in any particular area which could be called a blighted area; the City does not have blighted residential neighborhoods in spite of the older dwellings.

There are strong feelings in the community, which have been reflected in City policy and decision making, for retaining and preserving single family residential neighborhoods. Land values and the high cost of money in today's economy limit, to a great extent, the recycling of old housing at the existing single family residential density.

In light of the above-noted constraints to recycling the City's aging housing stock, the solution to the problem of aging housing appears to be, for the time being, a concentrated

program of residential rehabilitation aimed at maintaining the quality of the older single family residential neighborhoods.

While there are no "blighted" single family neighborhoods, there are neighborhoods that would benefit from rehabilitation and/or revitalization of the older dwellings. Many of the older structures are essentially sound but are in need of plumbing or electrical renovation, roof repair or replacement, new driveways and exterior improvements. This type of major repair, as well as aesthetic improvements such as painting and landscaping, is becoming increasingly expensive and is often beyond the financial capability of even middle income homeowners.

To this end, the City administers various Residential Rehabilitation programs funded by different sources. These programs are available on a Citywide basis and are available to homeowners and investor-owners of rental units.

3. VACANCY RATE

Burbank has consistently had a low residential vacancy rate, both for single family and multiple family dwellings, for at least the last decade. As a result of the unprecedented amount of residential construction over the past few years, however, there are signs that the level of vacancy in the City is rising somewhat.

Based on electric meter counts (adjusted to allow for vacant units which leave the utilities on) and a Federal Home Loan Bank postal survey, it is estimated that Burbank's 1988 overall vacancy rate is about 3.4 percent--about 1.4 percent for single family units and five percent for multiple family units. When compared with SCAG's ideal overall vacancy rate for Burbank of 3.65 percent, Burbank seems fairly close to achieving a vacancy level which will allow for a comfortable degree of mobility in the housing market. Whereas the City seems to have achieved the five percent vacancy level which SCAG considers ideal for multiple family residences, the 1.4 percent single family vacancy rate falls short of the two percent deemed ideal by SCAG. In light of the growing demand for single family homes in Burbank and the absence of available vacant land for adding a significant number of new single family homes, it is doubtful whether the shortfall in single family home availability can be met.

III. HOUSING NEEDS ASSESSMENT

A. PLANNING AREA

The Burbank Planning Area is the incorporated City of Burbank located in the eastern end of the San Fernando Valley. This area comprises 17.13 square miles (10,966 acres) with a 1980 Census population of 84,625 and an estimated 1988 population of 90,000. Demographic and housing figures presented in the Element are the most recent available. Some have been taken from 1980 census data; other data has been provided by the Southern California Association of Governments (SCAG) and the federal Department of Housing and Urban Development (HUD) as part of the City's Community Development Block Grant (CDBG) and Housing Assistance Plan (HAP) applications.

B. HOUSING NEEDS

In this Section, summary statistics are presented and discussed with the focus being on the magnitude of the housing need in the community.

Information on the City's housing needs is presented according to two main areas, as follows.

Immediate housing needs in terms of:

- Affordability;
- Overcrowding;
- Suitability/habitability;
- Special needs populations.

Future need for housing in terms of:

- Expected new household formation;
- Adjustment in housing preference;
- Anticipated population growth;
- Future growth.

1. IMMEDIATE HOUSING NEEDS

a. Affordability

The City defines this need as the number of very low and lower income households occupying units at a cost greater than 30 percent of the gross household income. This aspect of housing need is a result of two factors: (1) the number of lower income households who reside in Burbank, and (2) the proportion of those households who are allocating 30 percent or more of their income to housing payments. Several population groups are encompassed by the term household, for example, families, unrelated individuals, persons living alone, and both renters and owners.

SCAG provides cities with a Regional Housing Needs Allocation (RHNA) which defines each city's existing and future housing needs in a regional context. "Existing need" in the RHNA is defined as the number of lower income households paying more than 30 percent of their income for housing.

Based on SCAG estimates in the 1988 RHNA, there were 14,652 lower income households in Burbank, about 38 percent of all the households in the community. This is an increase from 33 percent in 1980 (11,967 households). Fifty-two percent of the lower income households (7,549) are considered to be overpaying for shelter, that is to say, paying more than 30 percent of their gross household income. Sixty-four percent of the lower income households overpaying for shelter are in the very low income category, earning less than 50 percent of the median household income.

Of the 7,549 lower income households overpaying for shelter, 81 percent are renters.

In summary, there are 7,549 lower income households in Burbank paying more than 30 percent of their gross income on shelter. The City has rental subsidy programs to help address this need but the availability of resources falls far short of the great demand.

b. Overcrowding

The City's Housing Authority uses the HUD definition of overcrowded living conditions as specified in the Housing Quality Standards used in the Section 8 program; this defines overcrowding as more than two persons per living/sleeping room. Overcrowding occurs when a number of people reside in a home with insufficient space to accommodate all their needs.

There is no reliable data on overcrowding in the City since the 1980 U.S. Census. The Census uses the standard of 1.01 persons per room or more, as overcrowding. According to the Census, in 1970, the City had 34,731 housing units of which 1,580 were overcrowded (one out of every 22 units). In 1980 the housing supply had increased to about 37,127 units while the number of units that were overcrowded was 1,890 (one out of every 19 units).

In 1970 as reported in the Census, the City of Burbank had a significantly lower overcrowding rate than Los Angeles County as a whole (i.e., 45 compared to 83 per 1,000 households). In 1980 the incidence of overcrowding in L.A. County was 183 per 1,000 units while in Burbank it was 50 per 1,000 units.

However, overcrowding, like most housing problems, most heavily impacts lower income and minority households and overcrowded units are concentrated in those areas of lower income households and substandard units.

When households need to be relocated, as a result of public activities, the overcrowding problem is alleviated because the new unit is suited to the relocatees in terms of household size. There has been a considerable amount of residential relocation since 1980 as a result of redevelopment activity in the City. Whereas there is no data available since 1980 as to the scope of the overcrowding problem, it is logical that the large amount of residential relocation resulting from the City's redevelopment activities since 1980, has somewhat reduced the number of households living in overcrowded conditions.

c. Suitability/Habitability

Housing in substandard condition indicates a need for replacement or rehabilitation. Estimates of the City's substandard housing inventory are contained in the 1988 Housing Assistance Plan (HAP) program application. Those estimates are derived from two sources: (1) the Southern California Association of Governments' Regional Housing Needs Assessment and (2) the License and Code Services Office of the City of Burbank's Community Development Department.

Citywide, there are estimated to be 2,332 substandard housing units, or about 5.8 percent of the entire stock. Most of these units are considered suitable for rehabilitation (2,189). Consequently, Burbank's rehabilitation need is much more extensive than its replacement need of 143 units. This number of substandard units is a substantial reduction from the 1980 total of substandard units (3,560). Most (over 70 percent) of the substandard housing is rental housing and about 80 percent of this amount of housing is occupied by lower- income renter households.

d. Special Needs Populations

There are certain groups of people in the City who require special help in finding adequate and appropriate housing. These populations include the following: the elderly (65 years or older), the handicapped, large family households, female-headed households, those who have a need for child care, farmworkers, and homeless.

1. The Elderly

In the past ten years the market for housing for the elderly has changed rapidly. It has gone from a modest federally-subsidized market for low and moderate income elderly to a much larger privately-financed market for middle income, newly-retired elderly. Housing for the elderly has probably become the fastest growing market in the housing industry in the U.S. This is due in large part to the fact that the elderly are the fastest growing segment of the nation's population.

Burbank has a relatively high percentage of senior citizens in its population. In 1980, over 15 percent of the population was over 65 years of age as compared with 10.5 percent in the City of Los Angeles and slightly less than ten percent in Los Angeles County as a whole. The Burbank Housing Authority receives numerous calls every day from seniors on fixed incomes who are finding it difficult to cope with the rising cost of housing. Even though Burbank does have three federally-funded Section 202 Senior Housing projects which currently provide over 400 units, there is still a large unmet demand.

With a relatively high senior citizen population that is rapidly increasing, the need for quality affordable housing is also increasing. Burbank's 1988 HAP estimates that there are over 1,700 elderly renters in Burbank in need of financial subsidy. The Housing Authority has determined that over the next three years, there will be a need for 1,693 housing units to accommodate senior citizens with fixed lower incomes.

This anticipated need breaks down as follows:

Very Low Income Elderly Housing	1,234
Lower Income Elderly Housing	459
TOTAL	1,693

These figures were obtained from the HUD-required Housing Assistance Plan covering the period of October 1, 1988 to September 30, 1991.

A "very low" income household can be defined as one with a gross household income up to 50 percent of the median income for Los Angeles County. For one individual, the sum is \$13,950; for two individuals, the sum is \$15,950.

A "lower" income household can be defined as one with a gross income between 50 to 80 percent of the median income for Los Angeles County. For one individual, the sum is \$21,300 and for two individuals the sum is \$24,300.

According to the Housing Authority, there are currently 440 elderly or handicapped individuals who are on a waiting list for housing assistance in the City of

Burbank. This total represents 206 lower income elderly or handicapped Burbank residents and 234 lower income elderly who are not residents of Burbank. This list was created during only a two-week period in July of 1988 when the Section 8 Program was open for new applications. Had the application period been extended, the number of low income seniors would be tremendous.

In the past, the City has dealt with senior housing on a case-by-case basis. The need for senior housing in the City has in part been met by Section 8 Housing funds. Also a small number of accessory structures in the R-1 single family zone have been used to house the elderly. Pacific Manor, Harvard Plaza and Wesley Tower are senior housing projects funded by HUD Section 202 funds which provide direct, low-interest loans to finance the construction of projects for the elderly and handicapped. These units are available only to very low income elderly. The rent is at "fair market" rate and is subsidized by Section 8 housing funds. The Section 8 certificates for these complexes are not transferable to another location. The tenants who receive Section 8 certificates must pay 30 percent of their incomes toward the rent and utilities.

Golden Palms is a new lower income senior citizen project being developed in the downtown area. The project will have 136 efficiency units and will be exclusively elderly housing for a duration of 15 years.

There is private market interest in building more federally-funded senior housing projects in Burbank, but HUD will not allow Community Development Block Grant funds for this purpose. With the existing federally-funded senior housing projects in the City, HUD believes that Burbank has overserved its senior population and now needs to concentrate its efforts on the provision of affordable housing for families.

Due to the fact that there is no state or federal money available to subsidize the construction of low income senior housing, the City is interested in encouraging and facilitating the private sector production of this type of housing.

2. The Handicapped

The special needs of the physically disabled persons in the community are associated with providing housing opportunities that improve the ability of the handicapped person to live independently. The City's aim is to aid in the provision of affordable housing for the handicapped that is located in close proximity to shopping centers, essential services and leisure activities. The units should be designed to allow for complete access for physical mobility and independence. In order to accomplish this, units need to be designed with wide doorways, grab bars in the bathroom, and lower counters in both the kitchen and bathrooms which will facilitate physical mobility. Existing units can be adapted to meet the needs of the handicapped.

The City's 1988-1991 HAP shows there to be approximately 2,216 low and moderate income handicapped households in Burbank that require rental assistance. Some receive rental assistance from the Section 8 program. Also, the City provides low income handicapped households with a lifeline energy program and free home energy efficient devices and insulation in an effort to reduce housing costs.

3. Large Family Households

The 1980 Federal Census shows there were 2,823 large families in the City, families with five or more persons. Burbank's current HAP has identified 578 lower income large families who pay more than 30 percent of their income on housing and as such are in need of rental subsidy. Thirty additional lower income large families are expected to move into the community and require assistance. Of the current 578 large families requiring assistance, 79 are minority households. The City's HAP has a goal to assist 17 additional large families each year by way of rental assistance provided by HUD programs, such as Section 8.

4. Female Heads of Households

The 1980 U.S. Census found a total of 3,442 female-headed households in the City. Burbank's current HAP identifies 429 female-headed households with children and which had incomes below the poverty level. The special needs of this group include finding affordable housing of adequate size for children. The Burbank Housing Authority currently assists households in this category through the Section 8 rental assistance programs. The City finds that rental assistance is the most economical and efficient means of meeting the housing needs of the female-headed households.

Because of their financial situation, many female-heads of households with children work; therefore this group is in the most need for affordable licensed child care.

5. Child Care

In today's society, more mothers are required to work in order to partially or entirely support their families. Burbank is no exception. A special study commissioned by the City's Child Care Committee shows that currently 54 percent of the mothers with children between the ages of newborn and five years of age are working and 68 percent of the mothers with children between the ages of 6 and 12 work. This presents a need for child care: full-time care and/or after school care. This study also shows there to be 1,530 children between the ages of newborn and five who are in need of licensed care. The City currently has the capacity to accommodate 1,331 children in that age group in licensed care facilities. There are currently 986 children between the ages of six and 12 who require care; however, there are only 353 licensed spaces available to meet that need.

A special need is subsidized child care for low income families with children between the ages of newborn and five years. Sixty-six percent of all female-headed families need subsidies and 35 percent of all families who are in this group require subsidies in order to meet their child care needs.

In order to meet the needs of the community, the City Council has appointed members of the community to serve on the Burbank Child Care Committee. The Burbank Child Care Committee acknowledges that child care is an essential element of an environment that supports and sustains family life while supporting economic growth. The goals of the Committee are to serve as a resource, identify child care needs, and promote the availability of safe, high-quality, accessible and affordable child care in Burbank, both to residents and to commuting employees. Further, the Committee makes recommendations on child care policy to the Burbank City Council. The City Council is receptive to the Committee's recommendations and is willing to adopt new policies in order to meet the needs of the community.

The City Council has adopted an ordinance which allows the processing of applications for large family child care homes, those with seven to 12 children in residential zones, to be reviewed and approved more quickly. The process--an administrative use permit (AUP)--allows for the applications to be processed in half the normal time for a use permit. It does not require a public hearing unless the decision is appealed.

The City has also fast-tracked the construction of a project for a YMCA child care center that has the capacity to serve 105 children. These steps will help close the gap between the need and the availability.

6. Farmworkers

The 1980 Census documents that there were 63 farm-worker households in the City. Of this total, 90 percent (57) were lower income households.

7. The Homeless

The City's 1988 Housing Assistance Plan estimates that there are approximately 200 homeless individuals in the City of Burbank at any given time. Of this number, at least 25 live on the streets and will not accept assistance. Lack of affordable housing and

the high move-in costs prevent others from finding permanent homes. The homeless often require assistance in registration with the appropriate agencies to obtain benefits for which they are entitled.

The City of Burbank addresses the emergency needs of the homeless by participating in a voucher assistance program administered by the Burbank Temporary Aid Center (BTAC). A portion of the City's Community Development Block Grant funding is given to BTAC annually to help operate the voucher assistance program. The City considers this to be the most appropriate way to handle the emergency needs of the homeless. The BTAC in the average month gives motel vouchers to 40 families, 25 females and 66 males. They operate a food assistance program and a grocery home delivery program. The office constantly maintains a food pantry. Transportation assistance is also available.

The Burbank Chapter of the Salvation Army aids approximately 170 individuals monthly. This figure includes 20 females, 22 children and 128 males. They operate their shelter program on a cold-weather criteria. Motel vouchers will be issued if it is 40° F or cooler, or 50° F with precipitation present.

There are currently two motels in Burbank that participate in the voucher program. Together the capacity is 70 rooms. The number of beds available is dependent upon the number of available rooms at the two participating motels. These motels are in close proximity to public transportation. The BTAC will issue vouchers to a Glendale motel if the homeless individual must utilize a service, such as the Department of Public Social Services Office, that is located within the City of Glendale.

Currently, the City is studying possible sites for emergency shelters. A Disaster Preparedness Task Force with representatives from all City departments has been formed and a separate Disaster Plan has been drafted which can be utilized during emergencies.

Many emergency shelters have been identified for possible sites: four City recreation centers

(McCambridge, Joslyn, Olive and Verdugo), three public high schools, and possibly the Burbank Armory. The Park and Recreation Department is the lead agency with assistance from the Red Cross who has agreed to set up any needed shelters.

While these emergency shelters are intended to be utilized during natural disasters, any such shelter could also be used for transitional housing and temporary housing for the homeless. Aside from Red Cross assistance, the Salvation Army and Burbank Temporary Aid Center are ready to assist temporarily displaced people.

2. FUTURE HOUSING NEEDS

The analysis of future housing needs for the City takes into account the following factors:

- Expected new household formation;
- Adjustments in housing preferences;
- Anticipated population growth;
- Future growth.

In Burbank, the factor having the most significant effect on projected housing needs is future growth.

a. Expected New Household Formation

Over the next five years, the City's resident population is just one small factor in generating future need. New households will result from the future growth described below.

b. Adjustments in Housing Preference

"Adjustments in housing preference" refers to the demand for new housing resulting from households expressing a desire for a shift in tenure. According to the 1970 census, the split was 52 owners to every 48 renters. By 1988 this trend had reversed itself to about 45 percent of the resident population owning their own homes and 55 percent renting units. This reflects an increasing propensity for rental as opposed to owner-occupied housing. This trend

can be attributed in part to the high price of homes in Burbank. While it can be assumed that most renter households desire to become homeowners, it is becoming increasingly difficult throughout Southern California to realize this desire due to economic and market constraints. Therefore, it is realistic to assume there will be only a minimal number of adjustments in housing preference, with a continued high demand for rental housing.

c. Anticipated Population Growth

The population of Burbank is expected to increase by about 10-12,000 people between 1985 and 2005. This increase however is the result of new housing opportunities in the City inasmuch as available housing dictates the number of persons who can live in the City. This anticipated population growth is a result of the future growth described below.

d. Future Growth -- Regional Housing Needs Assessment

The Southern California Association of Governments (SCAG) has designed the 1988 Regional Housing Needs Assessment (RHNA) for the use of local jurisdictions to determine their housing needs. It ensures that there is enough housing to accommodate the people expected to be in the region. The RHNA is based on a regional Growth Management Plan (GMP). The most recent GMP forecasts growth for the region to the year 2010 and identifies the areas where new jobs and new development are expected to occur.

"Future Need" in the RHNA is defined as the number of units that would have to be added to the City's housing stock to accommodate the forecasted growth in the number of households by July 1, 1994, as well as the number of units that would have to be added to compensate for anticipated demolitions and changes to achieve an ideal vacancy rate.

The 1988 RHNA indicates that Burbank should have 2,970 new housing units by June 30, 1994. This five-year need projection consists of housing for 2,175 new households in the community, 680 units to replace units lost through

demolition and 115 units to increase vacancy rates. Of the 2,970 new units, 1,146 (39 percent) should be affordable to very low to lower income households and 1,824 to moderate and upper income households.

In summary, the projected housing unit needs are as follows.

Expected New Household Formation	Minimal
Adjustments in Housing Preference	Minimal
Anticipated Population Growth	Minimal
Future Growth	2,970 Units
TOTAL (July 1, 1989 - June 30, 1994)	2,970 Units

The RHNA distributes the total future housing need into four income categories: very low income (less than 50 percent of the County median income); low (50-80 percent); moderate (80-120 percent) and high (more than 120 percent). The intent of the future needs allocation by income group is to ensure that housing will be available for all income groups in the community and to avoid the undue concentration of lower income households in any particular jurisdiction. Burbank's future need is distributed as follows.

505 units (17%) to accommodate very low income households
 641 units (21.6%) to accommodate low income households
 582 units (19.6%) to accommodate moderate income households
 1,241 units (41.8%) to accommodate above-moderate (high) income households

The total projected growth in housing unit need shown above--2,970 units--is for a five-year period beginning with the July 1, 1989 starting date of the RHAM and concluding with June 30, 1994. This averages out to 594 units per year. If the recent trends in residential development continue, the additional units needed will be provided if not exceeded.

3. RESIDENTIAL ENERGY CONSERVATION

The average household uses on the average 400 kilowatt hours of electricity for the monthly cost of \$34.96.

The City has been actively involved in residential energy conservation. In 1986 a full-time Energy Conservation Administrator was introduced to the Public Service Department staff. One of the duties of this position is to aid and educate the public to energy conservation, energy-efficient homes and energy-saving practices.

Three major programs currently offered by the City to the public are as follows.

1. Residential conservation service energy analysis program allows a representative to visit the home in order to analyze the energy efficiency. The representative will walk through the home with the renter/owner and complete a computer analysis. Then the resident is aided in prioritizing the measures such as insulation, caulking, etc., that may be necessary in order to make the home energy efficient. The energy representative will also complete a cost benefit analysis to show the resident the anticipated energy saved, therefore money saved, due to the home improvements. This program is free of charge to all utility subscribers. This program has been available for the past seven years under federal government guidelines. It will end July 1, 1989.
2. The Energy Hotline enables the customer to have questions answered regarding conservation and energy-efficient practices. Research information and pamphlet information can be requested and sent to the home. The Hotline is the telephone number called in order to schedule home energy analysis meetings.
3. The Home Weatherization Program was instituted in the fall of 1986. The Energy Conservation Administrator acts as a liaison between gas utilities and state agencies--which provide the basic service of home weatherization--and the customer. In order to qualify, an individual must be income-eligible in the category of low income. Those who qualify receive free weather stripping, insulation, caulking and modifications to the home to make it more energy efficient. In 1980, 20 percent of the population was eligible for the program; since the beginning of the City's involvement between 150 and 200 households have been weatherized each year. Most of the households that have been recipients of this program are homes of Lifeline customers.

The City has approximately 1,800 Lifeline customers. In order to belong to this program, an annual income may not exceed \$10,600. This program is usually utilized in majority by senior citizens and handicapped residents.

Energy conservation measures are observed during construction of new residential units within the City.

As a part of the public education programs, the City provides speakers to address audiences and small groups. Tours of the Public Service Department facilities are also available.

The City also has a water conservation program. Home water efficiency and conservation kits are free to all residents. Pamphlets on such subjects as watering the yard and appropriate landscape are available.

The City of Burbank strictly enforces the State Energy Code requirements adopted in June, 1983, with respect to insulation and energy conservation.

Energy conservation is a priority in City housing rehabilitation efforts, and as such grants for weatherization work are provided through the City rehabilitation program.

One of the impediments toward energy conservation in rental housing has been the common (single) electric meter. When electrical costs are not apportioned among the various units energy conservation is discouraged. In Burbank, common metering is being phased out and not installed in new units.

Another form of energy conservation is the reuse of resources through recycling programs. The City of Burbank operates an award-winning comprehensive recycling program for everything from batteries to motor oil and glass to all paper products. Curbside pickup of cans, bottles and paper products is in effect throughout the City. In the first year, over 2.5 million pounds of material was recycled. This 2.5 million pounds saved 32,400 cubic feet of City landfill space. In addition, participants in the recycle program received over \$200,000 in payment for the recyclables.

IV. HOUSING CONSTRAINTS ANALYSIS

A. NON-GOVERNMENTAL CONSTRAINTS

The major barrier to providing housing for all economic segments of the community concerns the nature of the housing market itself. Development costs have risen to the point where housing affordable to all economic segments of the community is difficult to provide in Burbank.

The least expensive homeownership opportunity in Burbank is generally represented by the condominium conversion. As of 1983, the least expensive converted unit sold for about \$85,000. This represents about an 85 percent increase since 1976. The average price for an existing home has shown an even greater appreciation. The average price of a home has escalated from \$43,750 in 1976 to \$134,000 in 1983, to \$195,000 in 1988. This average price includes the prices of condominiums. The average single family home in Burbank usually sells from \$220,000 upward. The increases noted here have outpaced both the rise in the cost of living and increases in income.

The alternative to homeownership--the rental market--has also experienced rapid price increases. A one-bedroom apartment in Burbank has risen in average cost from \$142 to \$325 per month between 1976 and 1980. In 1988, the cost of the same apartment would be \$575. The 1988 average cost of a two-bedroom apartment is about \$750 to \$800, \$1,100 for a two-bedroom townhouse and \$1,200 for a house. The newer units in Burbank rent for as high as \$625 for an efficiency unit. As consumers turn away from the ownership market, pressures are put on the already overburdened rental market and further depress vacancy rates.

The primary reason for the high cost of housing is land costs in the City. Land costs are anywhere between \$25 to \$40 per square foot depending on the location and development potential. High land costs are a result of the desirability of Burbank as a residential area.

The average 1984 construction costs in Burbank were \$26 to \$36 per square foot. Currently construction costs for multiple family units are \$50 per square foot and for single family \$65 per square foot. The average construction loan has an interest rate of 10.5 percent which is 4.5 percent lower than the 1984 average.

Gross profit margins to the developer in Burbank range from nine to 40 percent per unit. The high end is the profit return on a single family home.

As production costs rise, developers tend to concentrate on providing units at the top end of the economic scale when possible. The building of multiple family units has increased dramatically over the past five years. The construction of single family homes has declined since 1984 due to the lack of vacant land.

BUILDING PERMIT ACTIVITY 1983 - 1988

NEW CONSTRUCTION					DEMO & MOVE OUT	NET ADDITION TO HOUSING
	SINGLE FAMILY	CONDO- MINIUM	MULTIPLE FAMILY	TOTAL		
1984	38	0	394	432	54	378
1985	29	15	876	920	368	552
1986	44	0	1,819	1,863	345	1,518
1987	58	0	1,117	1,175	199	976
1988	23	0	1,316	1,339	295	1,044
TOTAL	193	15	5,522	5,729	1,261	4,468
<u>Source:</u> Community Development Department, Building Division						

B. GOVERNMENTAL CONSTRAINTS

In addition to market constraints there can be public actions which constrain the maintenance, improvement or development of housing. The actions of local decision-makers and public agencies can constrain the availability and influence the affordability of housing. Although many of the opportunities for reducing the housing crisis are at the federal and state levels and are closely related to national economic conditions, this Housing Element will deal with local policies and decisions over which the City has control.

1. LAND USE AND ZONING

The Land Use Element of Burbank's General Plan is one factor with a significant influence on the amount, size, type, location and thus, cost of new housing stock. The control over land use is designed to ensure that new housing is compatible with adjacent uses and built to the standards of quality and livability of the City's neighborhoods. Land use designations affect both the construction of new units and the rehabilitation of existing dwellings.

Relating to residential land uses, the Land Use Element permits a broad range of housing types and densities that can respond to a variety of housing needs. Of the approximately 8,700 developable acres of the City, 3,846 (35 percent) are allocated for residential development. Of this total, approximately 20 percent (765 acres) are designated for multiple family dwellings.

In an effort to accommodate and facilitate market forces and encourage development of new housing, the Land Use Plan provides about 25 percent excess capacity. This is effective plan capacity beyond that needed to achieve the forecasted population and housing growth in the community. Excess capacity serves as a stimulus to growth by providing a wider variety of development opportunities thereby mitigating the problems of land acquisition and assembly. The excess capacity built into the Land Use Plan is within the capabilities of existing or planned infrastructure and services. The Plan shows a total effective capacity of about 55,000 units though the theoretical maximum capacity of the Plan is much higher. This allows for about 16,000 additional units.

Over the past five years, there has been a dramatic increase in residential construction. During this period (1984-88), 5,522 units have been built with a yearly average of 1,104 units built and 252 units demolished. This results in a net addition to the City's housing stock of 4,468 units between 1984-1988, about 893 units a year.

It is expected that increased densities resulting from the recent update of the Land Use Element will allow for new multiple family rental construction in the community. While newly constructed units are rarely affordable to lower income households, the increased availability of rental housing in the City is likely to make it easier for lower-income households to find suitable units. While there are no specific sites which in and of themselves are particularly conducive to the development of affordable housing,

it is hoped that the large amount of residential land available for recycling to higher densities will make it easier for those interested in developing affordable housing to find suitable sites.

Current Burbank ordinances do not place a constraint on rehabilitation efforts. The City has adopted the 1985 Uniform Building Code to regulate construction in the community.

Most of the housing construction expected in the future will be characterized by the recycling of residentially zoned land. As single family homes and duplex units are removed from higher density zoned land they will be replaced with higher density projects.

A detailed Residential Development Capacity Study was carried out in January of 1989 by Michael Brandman Associates for the City of Burbank. This study surveyed and documented existing residential development patterns and the potential for future residential development. The purpose of this Study was to provide updated information regarding the availability of land for housing development within the City.

The Study confirmed that Burbank is almost completely developed; there are only 69 vacant sites within the areas designated in the Land Use Plan for residential use. There are, however, a large number of parcels with the potential to be redeveloped with more units. The City's development potential exceeds the existing number of units by about 16,000 units. That is, Burbank has developed about 70 percent of its potential density; however, it has developed virtually all of its land.

The location and number of existing residential units within the City were determined from a list of residential electrical meter users. This list displays each meter by address. It is important to note that some multi-family residential complexes will have more meters than units. Many complexes have "master meters" which monitor complex-wide utilities. Conversely, some single family residences and secondary units, as well as a small number of multi-family complexes, have fewer meters than units because not all units are metered. With these assumptions in mind and using the City of Burbank Plat Book, existing single and multi-family units were mapped on a parcel-by-parcel basis on a 200-scale map. Aerial photographs were studied to identify and locate vacant sites in the City. The 200-scale map incorporates all areas of the City, that is, commercial and industrial, as well as the traditional residential neighborhoods.

The development potential for each parcel was determined by its residential General Plan designation. The parcel size was multiplied by the density permitted under the designation consistent with that land use category.

Utilizing the methodology described above, the existing residential development pattern and the development potential of each parcel were analyzed by General Plan designation and are summarized below.

a. Single Family

The single family land use designation has the largest percentage of existing units, 49 percent or 17,865 units; it also covers the largest land area within the City (3,081 acres). The single family designation has been developed to 99.7 percent of its capacity with only 55 parcels remaining vacant. Of the 55 vacant sites, 26 of them occur as hillside lots and 29 lots are scattered throughout the single family designated areas on relatively flat areas.

b. Multi-Family Low Density

The areas designated for multi-family low density use have been developed at approximately half the permitted density. There are approximately 2,780 existing units while the total development potential is 5,425 units on a total of 185 acres. Three sites are vacant with a development potential of 12 units. The remainder of the development potential can only be realized by replacing existing structures with new ones containing more units.

c. Multi-Family Medium Density

The areas designated for multi-family medium density use (511 acres) are developed at 45 percent of their potential (11,571 existing units), but there are only six vacant sites within this designation. The development of these sites will add a maximum of 58 more units. Some 14,238 units could be added if all multi-family medium density property were redeveloped to the maximum permitted density.

d. Multi-Family High Density

There are a total of 1,642 units in areas designated for multi-family high density development (69 acres). The development potential is 5,508 units. There are five vacant sites with a maximum potential for 75 dwelling units. This designation has developed similarly to the other multiple family areas in that existing development is not as dense as permitted by General Plan designation.

e. Commercial and Industrial Zones

Within the commercial and industrial designated areas, there are currently 2,510 dwelling units mixed among the commercial and industrial uses. It is likely that the units within the commercial and industrial areas will eventually be replaced with commercial and industrial uses; therefore, development potential was determined to be a net loss of units.

The following table shows existing and potential development by General Plan land use designation.

GENERAL PLAN DESIGNATION	<u>DEVELOPED AREAS</u>		VACANT PARCELS
	Existing Units	Potential Units	
Single Family Low Density (7 dwelling units/acre)	20,296 (17,979 mapped)	18,034*	26 Hillside 29 Non-Hillside
Multi-Family Low Density (29 dwelling units/acre)	2,781	5,425	3
Multi-Family Medium Density (58 dwelling units/acre)	11,571	25,867	6
Multi-Family High Density (87 dwelling units/acre)	1,642	5,508	5
Commercial/Industrial	2,510	--	--
TOTAL	38,800 (36,483 mapped)	54,834	69
*Does not include second dwelling units.			

Described below are the seven residential zones established for the purpose of guiding the character of new housing development.

Residential Zone	Residential Uses Permitted	Lot Area per Dwelling Unit
R-1	Single Family	1 du per 6,000 sf
R-1-H	Single Family (horses permitted)	1 du per 6,000 sf
R-2	Single Family Multiple Family	1 du per 3,000 sf
R-3	Single Family Multiple Family	1 du per 1,500 sf
R-4	Single Family Multiple Family	1 du per 750 sf when lot area exceeds 10,000 sf; 1 du per 1,000 sf for smaller lots
R-5	Single Family Multiple Family	1 du per 500 sf when lot area exceeds 20,000 sf; 1 du per 750 sf when lot area exceeds 10,000 sf; 1 du per 1,000 sf when lot area less than 10,000 sf

In addition to the foregoing zones, the City has a "planned development" zone that provides "...for greater flexibility in the design of integrated residential developments than would otherwise be possible through strict application of the zoning provisions...." That zone permits a variety of housing types and allows mixed commercial uses. In addition, this zone allows up to a maximum of one unit to approximately 750 square feet of lot area in an R-3 Low Density Multiple Family zone and one unit per 500 square feet of lot area in an R-4 Medium Density Multiple Family zone. The provisions of Burbank's Zoning Ordinance encourage the development of a broad range of housing types and densities.

2. RESIDENTIAL GROWTH MANAGEMENT ORDINANCE

A Residential Growth Management Ordinance was adopted by voter initiative in February of 1989. The intent of the initiative is

to coordinate the rate of residential growth with the availability of public facilities and services.

The newly-adopted Ordinance does not place a limit on the amount of development that can occur. The densities found in the adopted Land Use Plan are effective, and zone changes consistent with the Land Use Plan are allowed. The Ordinance does however preclude any General Plan Amendment increasing density until the year 1994.

The Ordinance does not affect or restrict density bonuses to low and moderate income multiple family developments nor does it affect the creation of caretaker units (second dwelling units) in single family residential zones.

Pending the adoption of Comprehensive Development Standards for multiple family residential projects and a Public Facilities Element, all multiple family residential projects require a conditional use permit (with findings of consistency with Comprehensive Development Standards).

It is possible that the effect of the Ordinance will be to reduce the amount of residential construction in Burbank somewhat. However, in light of the rapid growth of job opportunities in and around Burbank and the City's accessibility to downtown Los Angeles, it is expected that a significant amount of new residential development will continue in Burbank.

3. PERMIT APPROVAL (PROCESSING AND FEES)

The permit approval process has traditionally been the subject of heated complaints by developers who charge that undue "red tape" poses constraints to construction activity and increases development costs.

A review of Burbank's application processing time reveals that the processing time for subdivision or development applications meet CEQA guidelines. Routine parcel maps can be processed and given tentative approval in about five weeks.

One of the most effective methods for reducing time delays and ensuring a smooth operation of the application process is the pre-submittal exchange of information and problem solving that should take place on most projects.

By state law, subdivision applications must be given tentative subdivision map approval or disapproval by the Planning Board no later than 50 days after a completed application is accepted. The Site Plan Review process varies from two to four weeks. Through this process, plans for multiple family units are checked by all departments and divisions that must provide a service and/or check to whether the project meets Code requirements for all on and off-site improvements.

Building permit fees are based on the dollar evaluation of the proposed structure. Electric and plumbing permit fees are based on the type of facilities that will be included in the project. Plan check may be done at the counter if the project is of a reasonable size. If the project is for multiple family units, building plan processing time may range from five to eight weeks.

As part of its responsibility to regulate development, the City imposes processing fees. Although the fees were increased in 1983 and amended in 1987, these increases are designed to offset increased costs to the City. The fees were increased after complete review of the actual costs to the City to process the requests. The present fees described in the schedule below are below the actual costs required to process the applications.

Application Request	Fee Amount
Variance (Basic)	\$500
- Single Family Residential	\$375
Conditional Use Permit (Basic)	\$500
- Single Family Residential	\$375
- Alcoholic Beverages	\$500
Zone Change	\$475 (plus \$25 for each additional lot over 1)
Zoning Text Amendment	\$200
Parcel Map Basic Charge	\$725
- Charge per Lot	\$25
- Final Parcel Map	N/C
- Lot Line Adjustment	\$375
Subdivision Map Basic Charge	\$1,000
- Charge per Lot	\$30
- Final Subdivision Map	filing
Certificate of Compliance	\$150
Park Facilities Fee	\$150 per dwelling unit

Application Request	Fee Amount
Reversion to Acreage	\$750
Request for Time Extension	\$100% of fee
Appeal of Planning Board Decision	50% of fee
General Plan Amendment	Determined by actual cost to the City as determined by the City Planner
Site Plan Review	\$200
Planned Development	\$1,500
Text Amendment	\$200
Administrative Use Permit	\$200
Appeal of Director's Determination (Site Plan Review and Administrative Use Permit) to Planning Board	50% of fee

These fees are not excessive compared to other jurisdictions in Southern California.

From conversations with developers regarding condominium projects, it appears that the major permit processing delays were occurring at the State Department of Real Estate (DRE). Although condominium projects had been completed, the issuance of the "white report" by the DRE authorizing unit sales was held up because the necessary paperwork had not been processed in a timely manner. Similarly, the Los Angeles County Engineer's Office experiences delays in reviewing final subdivision maps. However, these problems seem to be abating.

4. SERVICE AND FACILITY INFRASTRUCTURE

A request by the City to service and utility companies for data regarding the present capacity of the infrastructure indicates no service or capacity problems for the near future. Southern California Gas Company states that present infrastructure and facilities are adequate in view of projected growth and development in the community. The Public Service Department (PSD) of the City of Burbank provides water and electricity within the City. While PSD has adequate water facilities to serve existing needs, new wells and storage facilities may be needed for new development. These new facilities will be provided by PSD and the

costs in part borne by the developers. Similarly, new development could require additional electrical substations as well as distribution and transmission facilities. PSD will provide these facilities which can be charged to the developers.

5. UTILIZATION OF FEDERAL AND STATE PROGRAMS

A city can expand its housing opportunities through its ability or inability to use federal and state programs.

Burbank has responded to the housing needs of selected socio-economic groups since it established the Housing Authority in 1975. The current housing program being administered by the Authority is the Section 8 Housing Assistance Payments Program which has both certificates and housing vouchers. Community Development Block Grant related housing programs administered by the City's Housing and Grants Division include Residential Rehabilitation and New Construction of Affordable Units.

The City is constantly seeking ways to expand housing programs and thereby increase housing opportunities. Several federal programs, such as Section 221 [d] (Multiple-Family Rental Housing for Low and Moderate Income Families) and Section 235 (Homeownership Assistance for Low and Moderate Income Families) cannot be used in Burbank because of the low mortgage limits set by HUD. The City advocates realistic limits and will continue to study all feasible programs that could provide assistance to low and moderate income families.

Article 34 of the California Constitution is considered by some to be a local constraint upon the construction of "low income" housing because a community must approve, by referendum, the development, construction or acquisition of public housing. Article 34 defines the term "low rent housing" project as:

...any development composed of urban or rural dwellings, apartments or other living accommodations for persons of low income, financed in whole or in part by the Federal Government or a state public body or to which the Federal Government or a state public extends assistance by supplying all or part of the labor, by guaranteeing the payments of liens, or otherwise.

Although Article 34 may act as a constraint on the production of housing for "persons of low income" it does not have universal application. The referendum requirements affects some, but not

all, of the housing programs that may be of assistance to lower and moderate income families. For example, the following projects are not subject to Article 34.

- Private sponsors developing projects with federal or private money.
- Public agencies which lease housing projects.
- Rehabilitation projects financed by City issued bonds (tax exempt revenue bonds/Marks-Foran).
- Cooperative projects where the units are owned rather than rented.

In addition to the option of conducting an Article 34 referendum there are several other federal, state and local programs that are available to assist in the preservation and development of sound, affordable housing. These programs are listed below with a note that explains the City's participation or why the City is not participating.

a. Federal Programs

- Housing and Community Development Act Block Grant (ongoing participation).
- Rental Assistance Programs (ongoing participation--Section 8).
- Section 202 - Direct Loans for Elderly or Handicapped Housing.
- Section 235 - Homeownership Assistance for Lower-Income Households (emphasis in City on affordable rental housing).
- Section 312 - Rehabilitation Loans (ongoing participation).
- Section 502 - Rural Homeownership Assistance (N.A.--no rural housing).
- Section 515 - Rural Rental Housing Assistance (N.A.--no rural housing).
- Title I Insurance - Property-Improvement Loans (improvement loan program under CDBG).

- Urban Homesteading (not eligible).

b. State Programs

- California Indian Assistance Program (HCD) (N.A.--no substantial target group).
- California Low-Income Home Management Training Program (HCD) (N.A.--no substantial target group).
- Deferred Payment Rehabilitation Loan Fund (HCD) (existing rehabilitation program under CDBG).
- Direct Lending and Neighborhood Preservation (California Housing Finance Agency (CHFA) (neighborhood preservation program under CDBG).
- Farmworker Housing Grant Program (HCD) (N.A.--no substantial target group).
- Homeownership Assistance Program (HCD) (N.A.--problem is rental not ownership).
- Homeownership Home Improvement Program (CHFA) (home improvement program under CDBG).
- Rental Housing Construction Program (HCD) (affordable housing new construction program under CDBG).
- Rural and Urban Predevelopment Loan Funds (HCD) (N.A.--no vacant land without infrastructure).
- Rural Land Purchase Fund (HCD) (N.A.--no rural land).
- Self-Help Housing (HCD) (N.A.--no housing to which this would pertain).
- Senior Citizen Shared Housing Program (HCD) (under consideration).

c. Local Financing Mechanisms

- Marks-Foran Residential Rehabilitation Act and SB 99 - New Construction (under study).

- Municipal Housing Finance Agency (under study).
- Tax Increment Financing through the California Community Redevelopment Law (programs being formulated).
- AB 1355 (1980) Bonds - owner-occupied construction (no demonstrated need).
- SB 1149 (1981) Bonds - employee housing for public entities (no demonstrated need).
- SB 1862 (1982) Bonds - single-family "buy-down" program (CHFA) (no demonstrated need).
- AB 3507 (1982) Bonds - first-time home buyer loan program (CHFA) (emphasis on rental housing, not homeownership).
- Joint powers agreements with California Housing Finance Agency to participate in the Home Ownership and Home Improvement (HOHI) Loan Program (improvement loan program under CDBG).

6. MANUFACTURED AND FACTORY-BUILT HOUSING

Manufactured housing (mobile homes) is frequently cited as a source of affordable housing. In 1984 the City had a total of 150 spaces in four mobile home parks; however, due to conversion to industrial uses, only one trailer park remains with a total of 79 spaces. Because the park is old and in manufacturing zones, it is a legal non-conforming use at this time and under pressure to be redeveloped. The City will not terminate this use and it will remain a non-conforming use until it loses that status or until the private market redevelops the area.

In response to State law effective July, 1981, Burbank has amended its zoning ordinance to allow mobile homes (manufactured housing) as a permitted use on all lots zoned for single family residential use. Burbank has no constraints to the use of factory-built housing constructed to state standards. Factory-built housing is another potential source of affordable housing and has been used in Burbank in the past.

However, the use of manufactured or factory-built housing is likely to have little if any impact on the Burbank housing market.

Although this housing type would substantially reduce construction costs, high land costs will have the effect of negating any savings to the housing consumer. The lack of suitable vacant land makes it improbable that recycling of land will involve this relatively low density form of development. Today's land costs and available vacant land will price even manufactured housing out of the reach of low and moderate income households.

7. SECOND UNITS IN R-1 ZONES

In the spring of 1989, the City Council adopted an ordinance that amended the Code requirements for second dwelling units on single family lots. The City Code was amended in order to facilitate the approval of existing and proposed second units that are compatible with and maintain the character of the single family residential neighborhoods. Known as the "Caretaker Ordinance", the new ordinance focuses on the provision of housing for the elderly, the handicapped, immediate and extended family members, and persons receiving or providing regular and continuous personal health care.

Each second unit requires the approval of the Planning Board by way of a conditional use permit. The conditions of approval will be enforced through a covenant running with the land. The unit must be completely independent from the main dwelling unit. Permanent provisions for living, sleeping, eating, cooking and sanitation are required. Units may be separate or attached to the main dwelling unit.

The new Code provisions regarding second dwelling units in single family zones are expected to facilitate the approval of additional second dwelling units that were once denied due to the lack of assurance that the unit would truly be compatible with the neighborhood and would not encourage misuse by the property owners.

V. GOALS, POLICIES AND OBJECTIVES

The California Legislature has declared that: "The provision of a decent home and a satisfying living environment for every California household is a goal of the highest priority."

A number of state objectives originate from this major goal and give further direction to localities in attaining the State Housing Goal. These objectives are:

- To promote and ensure the provision of adequate housing for all persons regardless of income, age, race, sex, marital status, ethnic background or other arbitrary factors.
- To promote and ensure the provision of housing selection by location, type, price and tenure.
- To promote and ensure the development of a balanced residential environment with access to employment opportunities, community facilities and adequate services.

With these goals and Burbank's specific needs and conditions in mind, the following goals and policies are presented as part of the City's comprehensive housing program. In adopting local goals, policies, priorities and program objectives, the City expresses a commitment to act in accordance with the guidelines they provide.

The goals, policies and program objectives presented below are organized by housing issue.

A. HOUSING OPPORTUNITY AND ACCESSIBILITY

GOAL: *PROVIDE HOUSING OPPORTUNITIES FOR ALL INCOME GROUPS WITHOUT DISCRIMINATION ON THE BASIS OF RACE, RELIGION, ETHNICITY, SEX, AGE, MARITAL STATUS OR HOUSEHOLD COMPOSITION.*

- Policies:**
- Continue the City's efforts to provide equal housing opportunities.
 - Encourage development of low and moderate cost housing in the City by private developers with assistance from

federal, state and local agencies when and where possible.

- Urge expansion of federal housing assistance programs for low and moderate income families, particularly for the elderly, handicapped and disabled.

Program

Objectives: - Continue support for the Fair Housing Council of the San Fernando Valley.

- Continue use of federal programs to assist lower income households to upgrade and rehabilitate housing units.
- Continue and, where possible, expand the City's rental assistance programs to lower income households.

B. HOUSING SUPPLY AND AVAILABILITY

GOAL: *PROMOTE DEVELOPMENT OF A HOUSING STOCK THAT VARIES SUFFICIENTLY IN COST AND TENURE TO MEET THE ECONOMIC NEEDS OF EXISTING AND FUTURE BURBANK RESIDENTS.*

- Policies:**
- Encourage investment in housing by the private sector.
 - Facilitate private sector development of lower income housing and housing for the elderly.

Program

Objectives: - Facilitate the use of tax exempt revenue bonds to provide below market rate financing.

- Encourage developers to fully utilize any available CHFA/FHA/HUD programs.
- Pursue new sources of funding as they become available.
- Encourage and facilitate recycling in existing single family neighborhoods to ensure a wide range of housing opportunities.

- Provide adequate incentives to encourage construction of housing for the elderly.
- Encourage new housing types.
- Review current approval process in an attempt to develop a faster method for reviewing and processing development proposals to speed up the development process.

C. AFFORDABILITY

GOAL: PROMOTE HOUSING OPPORTUNITIES AT PRICES AFFORDABLE TO ALL ECONOMIC SEGMENTS OF THE COMMUNITY.

- Policies:
- Encourage utilization of federal and state programs to assist homeowners and renters in coping with high housing costs.
 - Encourage greater utilization and program flexibility of federal and state programs relative to new construction.
 - Seek the purchase of land for future low and moderate income housing.
 - Maintain procedures to link developers with any CHFA/FHA/HUD programs designed to produce affordable housing.
 - Encourage and facilitate the private sector development of affordable housing for moderate income seniors through the use of development incentives.
 - Utilize all available funds to subsidize the private sector development of affordable housing for very low and lower income seniors.

Program

- Objectives:
- Continue and expand currently active federal programs to assist lower income households to meet their housing needs (Section 8 Housing Assistance).

- Require that landlords do not increase rents as a direct result of CDBG rehabilitation activities.

D. HOUSING PRESERVATION AND REVITALIZATION

GOAL: *PRESERVE AND REVITALIZE EXISTING RESIDENTIAL NEIGHBORHOODS AND HOUSING UNITS THROUGH COMMITMENT OF PUBLIC AND PRIVATE SECTOR RESOURCES.*

- Policies:**
- Ensure that public services are adequately delivered to all existing neighborhoods.
 - Promote and expand current Code enforcement programs to preserve the quality of existing housing.
 - In areas impacted by airport noise (within the 65dB CNEL contour), all building permits and discretionary permits are conditional upon the achievement of noise compatibility through the acquisition of an aviation easement, noise insulation or change in land use.
 - Promote development standards that ensure that new developments are long-term assets to the City and that create compatibility between adjacent land uses.
 - Rehabilitate and preserve existing units, with priority given to those serving low and moderate income renter households.
 - Provide low interest rate loans through the CDBG program.

Program

- Objectives:**
- Continue to expand the currently active housing assistance program.
 - Expand Code enforcement and rehabilitation assistance provided through the Community Development Block Grant Program.
 - Make certain that any proposed zone changes or increases in residential densities do not result in a lessening of environmental and aesthetic quality.

- Increase marketing efforts to promote the CDBG residential rehabilitation program for single family and multiple family dwelling units.

GOAL: *MAINTAIN AND ENCOURAGE HOMEOWNERSHIP.*

- Policies:**
- Maintain the predominately single-family character of Burbank residential areas.
 - Continue and expand the rehabilitation assistance provided through the CDBG Program.
 - Require and maintain buffer zone between single family and multiple family residential development.

Program

- Objective:**
- Restrict multiple family residential construction to those areas compatible with such development.

E. SERVICE INFRASTRUCTURE

GOAL: *ENSURE THAT NEW RESIDENTIAL DEVELOPMENT AND MAXIMUM DENSITIES ARE WITHIN THE CITY'S ABILITY TO PROVIDE NECESSARY PUBLIC SERVICES.*

- Policies:**
- Analyze all development proposals and allow only those developments that can be serviced by the City without draining City revenues.
 - Review all multiple family development proposals through the Site Plan Review process.
 - All new residential development must be consistent with the Public Facilities Element of the General Plan.

Program

- Objective:**
- Prepare Public Facilities Element to assess capacity of public facilities and determine proportionate cost of new development.

F. CHILD CARE

GOAL: *PROVIDE OPPORTUNITIES FOR THE ADDITION OF NEEDED LICENSED AFFORDABLE CHILD CARE FACILITIES.*

- Policies:**
- Streamline the processing of state-licensed large family day care applications.
 - Allow licensed large family day care home applications to be reviewed initially without a public hearing.

Program

- Objectives:**
- Increase the number of day care opportunities in the community.
 - Allow licensed large family day care homes administratively.

G. THE HOMELESS AND EMERGENCY SHELTERS

GOAL: *PROVIDE EMERGENCY SHELTER, FOOD AND CLOTHING TO HOMELESS PERSONS IN BURBANK.*

- Policies:**
- Work through public or quasi-public agencies to provide temporary emergency shelter, food and clothing to homeless persons in Burbank.
 - Facilitate the creation, by public or quasi-public agencies, of emergency shelters in the community.

Program

- Objectives:**
- Assist the Burbank Temporary Aid Center in aiding the homeless through the annual allocation of CDBG funds.
 - Assist public and/or quasi-public agencies in locating suitable sites for emergency shelters.

H. ELDERLY HOUSING

GOAL: PROMOTE AFFORDABLE HOUSING OPPORTUNITIES FOR ELDERLY BURBANK RESIDENTS.

- Policies:
- Encourage and facilitate the private sector production of affordable senior housing.
 - Utilize available funds to subsidize the private sector development of affordable housing.

VI. HOUSING PROGRAM

In the preceding sections the City's housing needs have been identified and the housing problem assessed. This section of the Element will describe the City's efforts to alleviate the identified need and mitigate the housing problem. In addition, this section will detail additional programs which have been proposed and which are under consideration to meet the housing needs of the future. This Housing Program reflects the City's Housing Goals as well as the policies and program objectives set for meeting these goals.

A. SUMMARY OF HOUSING PROGRAMS

1. RENTAL ASSISTANCE

The Burbank Housing Authority was established in 1975 and has assumed the responsibility of administering the programs for meeting the City's identified housing needs. In an effort to ease the housing cost problems of lower income renters the City participates in the Section 8 Rental Assistance Program which includes certificates and housing vouchers. During the four-year period of July 1, 1982 through June 30, 1986, the Housing Authority also administered the locally-funded Affordable Housing program.

2. RESIDENTIAL REHABILITATION

The Housing and Grants Division of the Community Development Department administers several residential rehabilitation programs in an effort to preserve and upgrade the current housing stock. These programs include the Community Development Block Grant (CDBG) Residential Rehabilitation program for single family and multi-family units, the federally-funded Rental Rehabilitation program, the Section 312 program, the state-funded Disaster Relief program and the Affordable Housing program.

The City has a large number of substandard or minimal housing units which currently provide housing for persons of low or moderate income. Many of these are legal non-conforming residences in non-residential zones. Some of these units are

being removed to make way for new development--often in Redevelopment Project areas. Unfortunately, though a large proportion of this housing is substandard or minimal, it has provided housing opportunities for lower income households. While the City does not feel that this substandard type of housing should be preserved at the expense of new development, it is aware of the problem created by removing this supply of affordable housing. To help compensate for the removal of this housing resource, and to facilitate the process of relocating these households in the community, housing programs give priority to persons displaced as a result of government activity. In addition, the Redevelopment Agency provides relocation assistance to displaced low and moderate income persons.

3. NEW CONSTRUCTION

The Housing Authority uses CDBG funds to acquire land and sell it to private developers at a reduced rate in return for construction of affordable rental units. The Burbank Redevelopment Agency has issued mortgage revenue bonds for the construction of affordable housing units in specified project areas. The United Methodist Church has applied for and received Section 202 funds from the federal government for the construction of three projects for elderly and handicapped tenants.

The number of new households assisted by the various housing programs operating in the City are summarized in the following chart. The time period covered is July 1984 to March 1989.

	RENTAL ASSISTANCE	REHABILITA- TION		NEW CON- STRUCTION
		Owner	Renter	
Elderly/Handicapped	124			98
Small Family	235	157	207	112
Large Family	45			2
TOTAL	404	157	207	212

Burbank's current Housing Program includes 11 separate components which are directed at a variety of housing needs. In addition, two new programs are being formulated to increase the scope of Burbank's comprehensive housing strategy. These programs are listed below and presented in table form starting page 66. Each of the following programs is described in detail.

ACTIVE PROGRAMS

Residential Rehabilitation Loan Program
Building and Fire Code Enforcement Program
Neighborhood Revitalization Program
Land Use Element and Zoning Ordinance
Section 8 Housing Assistance Program
Residential Condominium Conversion Regulation
Fair Housing Program
Second Unit Program
Program for the Construction of Affordable Housing
Comprehensive New Construction Incentives
Lifeline Credit Program
Emergency Shelter

PROGRAMS BEING FORMULATED

Affordable Senior Housing
Tax Increment Set-Aside Program
Emergency Shelter

B. DESCRIPTION OF HOUSING PROGRAMS

ACTIVE PROGRAMS

1. RESIDENTIAL REHABILITATION LOAN PROGRAM

a. Community Development Block Grant (CDBG) Residential Rehabilitation

The major rehabilitation program that the City administers is federally funded by the CDBG. The goal of the program is to preserve the City's older housing stock of single family homes and rental units.

The program provides home improvement loans to homeowners whose incomes do not exceed 80 percent of median for Los Angeles County and to investor-owners whose buildings are occupied predominantly by low income tenants. Three types of assistance are available: deferred loans, below market interest rate loans and cash rebates.

The most popular is the deferred payment loan where the qualified property owner is given a three percent interest rate with a maximum of \$15,000 per single family home and \$5,000 per unit for multi-family buildings. The loan is secured by a deed of trust and there are no monthly payments. The principal and accrued interest are due and payable at the time the property is sold or the title is transferred.

The second type of assistance is the below market interest rate loan through Security Pacific National Bank. The City buys down the FHA Title 2 Home Improvement Loan interest rate to six percent. The borrower receives the favorable rate and makes monthly payments directly to the bank. The loan limits are the same as those for the deferred payment loan program.

The third method is in the form of a cash rebate for 50 percent of the home improvement work authorized by City staff prior to commencement of work. The maximum rebate is \$2,500 and is available to qualified homeowners.

b. Rental Rehabilitation

The Rental Rehabilitation program is federally funded and provides home improvement loans to investor-owners whose projects have over 50 percent of the units occupied by low income families. The property owner provides 50 percent matching funds in the form of cash from other sources. The purpose of the program is to stimulate the rehabilitation of substandard rental units and to provide housing vouchers to the low income tenants who are physically or economically displaced.

The maximum subsidy amount is determined by bedroom size, from \$5,000 for a single to \$8,500 for three-bedroom units. These are deferred payment loans that accrue no interest and are due on sale. The principal balance is forgiven over a ten-year period.

This program has a housing voucher component which mitigates the effects of physical or economic displacement. Affected tenants are given housing vouchers to relocate to other units or to provide economic assistance in the current unit. The City started participating in this program in 1987.

c. Section 312 Program

The City now participates in the Section 312 Home Loan program which is available to property owners in all income categories. The program offers three percent interest loans to low income homeowners and below market interest rate loans to all others for home improvement work up to a maximum of \$33,500 per unit. The City has not promoted this program intensively because funding at the federal level is in peril due to deficit reduction strategies.

d. Disaster Relief Programs

The City has a delivery system now in place to process state disaster relief programs in the event of natural disaster. The most recent program is the L.A./Whittier Narrows Earthquake State Disaster Relief program. Although the funding came about for a specific time period, the same procedures would be used to meet any future need in this area.

e. Affordable Housing Program

During the period of July 1, 1982 to June 30, 1986, the Burbank Redevelopment Agency provided \$525,000 annually to the Housing Authority. One component of the program was residential rehabilitation. The income limits for the program were 120 percent of median for homeowners and apartment buildings were limited to \$4,000 in loan amounts for every unit occupied by a low income tenant.

The Housing Authority ceased making loans to median income families at the end of the four-year term. However, the carryover funds that are still available are being used in conjunction with the Rental Rehabilitation program when the property owners are low income and cannot provide matching funds.

Although this program is not continuously funded, it does receive funding in the form of loan repayment. The design of the program provides a revolving fund to be used for future loans.

2. BUILDING AND FIRE CODE ENFORCEMENT PROGRAM

This program is operated in conjunction with other neighborhood and housing revitalization activities of the City. It involves surveys of residential and commercial buildings throughout the City, with special attention focused on the three target census tracts. In addition, the availability of the rehabilitation loan program is made known to those qualified property owners having buildings with Code deficiencies. This program is administered by the Building Department, Fire Department and the License and Code Enforcement Office where an additional inspector is budgeted for FY 1988-89. Five percent of the CDBG fund will be used for this purpose.

3. NEIGHBORHOOD REVITALIZATION PROGRAM

The provision of adequate municipal facilities and services are among the means that may be cited as facilitating the preservation of existing neighborhoods. In this connection, the City's "neighborhood revitalization program" involves the delivery of services and facilities to needy neighborhoods. Under this program, areas of the City are targeted for concentrated community development activities, to maintain and preserve viable neighborhoods and to update neighborhoods affected by blight or deterioration. The program is designed to provide the maximum benefit to persons of low and moderate income, and to meet the specialized need of each area.

The completion of physical improvements such as the reconstruction of streets and alleys and installation of street lights enhances the appearance and functioning of neighborhoods. The day-to-day administration of this program is handled by the Public Works Department of the City. Nine percent of the funding for this program in FY 1988-89 came from the Community Development Block Grant Program.

4. LAND USE ELEMENT AND ZONING ORDINANCE

The state policy of providing "standards and plans for adequate housing sites" is implemented most significantly by the City's Land Use Element of the General Plan and the Zoning Ordinance. The designation of sites for housing, and subsequent development of specific projects, are guided by the Land Use Element and regulated by the Zoning Ordinance. A full range

of housing types and residential density provisions are encouraged by these City guidelines and controls (see page 36 of the Housing Constraints section).

As of today, about 80 percent of all residential land in Burbank is allocated to single family residential units with the balance of 20 percent allocated for various densities of multiple family units. Given the scarcity of vacant land, the housing types developed in the future in response to projected needs are likely to be multi-family units. These additional new multi-family units are likely to be developed as a result of the recycling process--the construction of new housing at higher density on less intensely used sites.

The City's Land Use Element provides for residential density increases in many of the areas currently designated for multiple family residential use. These widespread density increases are intended to stimulate and facilitate new residential development in the most suitable areas of the City.

Virtually all residential land in the City is built-up, necessitating that any new residential development will be on recycled residential land. It is difficult to predict the rate at which new market rate residential units will be built. Based on average building activity for the past five years (1984-1988), an average of 1,119 new units are being built yearly, with a recycling ratio of 4.4 to one--4.4 new units for each one demolished.

5. SECTION 8 HOUSING ASSISTANCE PROGRAM

The Housing Authority administers the Section 8 Housing Assistance program which includes certificates and vouchers. A certificate enables a lower income tenant to rent a unit at the "fair market rent" limit, which is adjusted according to bedroom size, for 30 percent of adjusted monthly income. In this case, the Housing Authority pays the balance of the rest to the landlord.

The other form of assistance is the housing voucher which establishes a set amount that the Housing Authority will pay toward the tenant's rent. This amount is calculated by subtracting 30 percent of the tenant's adjusted income from the payment standard for the appropriate bedroom size. The tenant has the ability to secure a unit at any rent because the "fair market rent" limitations do not apply.

Currently the Housing Authority has 518 certificates and 304 vouchers which make a total allocation of 822 units (up from 418 in 1984). The utilization rate of these housing subsidies is consistently high with 99 percent under lease at all times. The current waiting list has 929 names which includes 749 small family and elderly and 180 large family. The Housing Authority is interested in expanding this program and applies for additional funding whenever possible. The current three-year (1988-1991) HAP goal is to assist 595 additional lower income households through Section 8 Existing Housing programs. This is an average of about 200 households a year. Extending this goal over the five years covered by this Element, the goal is to assist close to 1,000 new lower income households through Section 8 programs.

During the period of July 1, 1982 to June 30, 1986, the Housing Authority provided rental assistance to 140 low income families under the Affordable Housing program. This program was financed with tax increment funds contributed by the Burbank Redevelopment Agency. The rent subsidy component of this program brought some of the existing market rate housing within the reach of low income renters.

6. RESIDENTIAL CONDOMINIUM CONVERSION REGULATIONS

Regulating the apartment-to-condominium conversion process is another important component of Burbank's comprehensive Housing Program. That process is presently regulated by the City to ensure physical standards, mitigate evictions and promote homeownership opportunities.

The tools that the City uses for regulating condominium developments are comprehensive and development controls are applied to stock cooperatives and community apartments as well. Moreover, it may be desirable to strengthen the conversion ordinance by encouraging a certain percentage of housing units affordable for low and moderate income households. In light of these issues and needs, the City has revised its condominium conversion ordinance and supports the following policies and objectives:

- To maintain a supply of rental housing in general and for low and moderate income persons in particular.

- To provide a reasonable balance of ownership and rental housing in Burbank and a variety of choices of tenure, type, price and location of housing.
- To promote the availability of converted units for persons and families of low and moderate income.
- To comply with existing state laws and regulations governing the apartment-to-condominium process and procedures.
- To ensure that condominium conversion projects be in accordance with the development policies adopted by the General Plan, Zoning Ordinance, Uniform Building Code, and development standards established by the City.

7. FAIR HOUSING PROGRAM

To further fair housing, and to increase the choice of housing opportunities for low and moderate income persons, including members of minority groups, female-headed households and the handicapped, the City has enlisted the services of the Fair Housing Council of the San Fernando Valley to implement a joint program. More specifically, this program incorporates the following actions and activities:

- Increase the community's awareness of its rights and responsibilities under fair housing by the design, production, and dissemination of flyers, pamphlets, and other promotional materials to the citizens of Burbank and the landlord/manager/tenant community in particular.
- Train the Burbank Housing Authority staff in counseling and mediation techniques, and follow up on referral cases of alleged discrimination.
- Increase the City's affirmative marketing efforts by inclusion of a section about Burbank in a valley-wide brochure featuring information on the San Fernando Valley communities. This brochure would include information on employment opportunities in Burbank.

The Fair Housing Council of San Fernando Valley also operates a referral service and investigates cases of discrimination in housing.

8. SECOND DWELLING UNIT PROGRAM

The state requires municipalities to adopt policies that allow for the construction of second dwelling units in single family residential zones. The state law is commonly known as the "Granny Flat" bill.

A newly-adopted Second Dwelling Unit ordinance--also known as the Caretaker Ordinance--meets the criteria of the state law requirement. It emphasizes the provision of low cost housing for residents that have fixed or limited income, often elderly or handicapped. This program can provide housing for low and moderate income households without utilizing public subsidy. The units are limited to occupancy by elderly, handicapped, persons receiving or providing regular and continuous personal health care services, and immediate and extended family members.

Both existing and newly-constructed second dwelling units require a public hearing before the Planning Board and approval of a conditional use permit. Occupancy is limited to the above-mentioned groups of individuals and certain development standards must be met.

9. PROGRAM FOR THE CONSTRUCTION OF AFFORDABLE HOUSING

The City has committed to meeting certain goals for the construction of affordable units in its Housing Assistance Plan. These goals have been met in several ways. The Housing Authority acquired the property at 273 East Verdugo Avenue with CDBG funds and solicited proposals from private developers. The land was sold to the selected developer for a nominal amount and the developer secured private financing. Thirty-four units of family housing were built in 1985 and are rented to families that are within 80 percent of median income at 30 percent of their monthly income. The units will remain affordable for 15 years and no additional subsidies are provided to the owner.

The current 1988-1991 HAP goal is to aid in the construction of 25 new lower income rental housing units using CDBG subsidies over the three-year HAP period. Extended over the five years included in this Element's housing program, this program's new construction goal is 42 new units between 1989 and 1994.

Other programs, described below, will also contribute to the construction of additional lower income rental units.

In 1986, another site located at the northeasterly corner of Peyton and Grismer avenues was purchased with CDBG funds. The site has been cleared and the tenants have been relocated. It is expected that this site will be developed in a similar manner to provide affordable rental units for families.

Application for federal funds for housing programs has been almost exclusively under the jurisdiction of the City. However, an exception is the United Methodist Church. This non-profit sponsor has built three Section 202 projects for the elderly and handicapped. Pacific Manor has 169 units, Harvard Plaza has 151 units and the Wesley Tower project built in 1989 has 98 units. The financing for these projects is provided by the federal government and the tenants receive rent subsidies.

Another vehicle for producing affordable units is the issuance of mortgage revenue bonds. The Burbank Redevelopment Agency issued bonds in 1985 for the construction of the Promenade Apartment complex which has 400 units. Twenty percent or 80 of these units are reserved for low income tenants.

Although the City has various sources of funding for the acquisition and development of property for the provision of affordable housing, site selection has proved to be somewhat of an obstacle. Burbank is, for the most part, a built-up city with few vacant lots. There are, however, underutilized lots scattered throughout the City that offer potential for the development of housing for low and moderate income persons. Site selection has been the task of the Housing and Grants Division. The City Council must approve all sites.

In the selection of potential sites, an attempt has been made to select sites which would meet HUD standards. The City considers certain of these criteria as critical in the selection of a suitable site; these include:

- Outside of concentrated lower income residential areas;
- In proximity to public transportation, shopping, medical offices, parks and other public services and facilities;
- Sufficient public utilities;
- Adequate distance from airport, freeways, railroads and manufacturing areas in order to ensure a quality residential environment; and

- Appropriate General Plan and Zoning designation.

The City, in selecting sites, considers the following site characteristics as being desirable, though not critical:

- Minimum 150 foot frontage;
- Corner lot;
- Vacant lot or one which is significantly underutilized.

The City will continue to assist the private sector in the following way:

- Assistance in land acquisition and relocation;
- Identification and selection of suitable sites for new construction;
- Assistance in securing favorable financing, when possible; and
- Assistance in monitoring occupancy by low income tenants.

10. COMPREHENSIVE NEW CONSTRUCTION INCENTIVES PROGRAM

This program has the objective of formulating a cooperative effort with the private sector to increase the supply of affordable housing for low and moderate income households. More specifically, the aim of the program is to achieve in future residential development a proportion of housing units that would have "below market rate" sales prices or rent schedules. In conjunction with the planned development process, the City is anxious to encourage development of affordable housing in return for development incentives. To facilitate the production of such affordable housing, in a cooperative effort with the private sector, the City's Zoning Ordinance allows for the following incentives through the Planned Development process:

- Density bonuses;
- Possible reduction on parking and other development requirements;
- Ability to include all requests in one approval process to expedite processing.

The Planned Development process encourages and facilitates the provision of affordable housing. In many cases, a planned development can exceed zoned densities by 50 to 100 percent.

A major consideration of the "New Construction Incentives Program" is in relation to the use of density bonuses and, more exactly, the implementation of AB1151. AB1151 made effective several changes to California housing law. Of particular interest is the provision for granting "density bonuses" and other development incentives under special circumstances. These density bonuses are effective without going through the Planned Development process. The language relating to "density bonuses" is found in a new Chapter 4.3 which is added to Division 1 of Title 7 of the Government Code (Section 65915) and reads as follows:

When a developer of housing agrees to construct at least 25 percent of the total units of a housing development for persons and families of low or moderate income, as defined in Section 50093 of the Health and Safety Code, or 10 percent of the total units of a housing development for lower income households, as defined in Section 50079.5 of the Health and Safety Code, a city, county, or city and county shall either (1) grant a density bonus or (2) provide other incentives of equivalent financial value.

Alternative incentives which a local community may opt to provide instead of the density bonus include:

- Exemption of the development from the requirements of Section 66477 (local parks);
- Construction of public improvements, appurtenant to the proposed housing development including, but not limited to, streets, sewers, and sidewalks;
- Utilization of federal or state grants or local revenues to provide the land on which the housing development will be constructed at a reduced cost;
- Exemption of the development from any provision of local ordinances which may cause an indirect increase in the local cost of housing units to be developed.

To help developers and public officials implement the bonus incentive provisions, the State Office of Planning and Research has prepared an advisory statement on the bills' general effects. That advisory statement indicates all housing developments with more than four units can use AB1151; a tentative subdivision map, a planned unit development, or a building permit are examples of projects for which a developer can obtain a density bonus or other bonus incentives. Moreover, the statement indicates that the density of a qualified project can exceed the

maximum density allowed by the local zoning ordinance. ("For purposes of this chapter," the new law says, " 'density bonus' means a density increase of at least 25 percent over the otherwise allowable residential density under the applicable zoning ordinance.")

Another significant consideration in the formulation of the "New Construction Incentives Program" is the potential barrier imposed by the City's fee structure to prospective sponsors of affordable housing.

Several cities and counties in California use the mechanism of a waiver or reduction of fees and charges, and accelerated development processing as means of facilitating the production of affordable housing. Fee reduction or waiver is an incentive which can be offered through the Planned Development process.

11. LIFELINE CREDIT PROGRAM (UTILITY USERS TAX EXEMPTION)

The goal of the Lifeline Credit Program is to reduce housing costs for lower income senior citizens and the handicapped by reducing utility costs.

Any Burbank resident who is at least 62 years of age or handicapped and has a gross annual household income less than \$11,600 (\$967 per month) is eligible for the program. In addition, the program is available to any household with a person on a life-support system with no limit on income.

The program offers eligible persons an exemption from utility users tax (a savings of about \$8 to \$25 monthly) and the first 400 KWH (kilowatt hours) of electricity are billed at 50 percent of the total charge. In addition there is a lower rate on sewer service charges.

The City's reduced utility rate customers are communicated to the phone and gas companies which in turn provide lower rates for these customers.

12. EMERGENCY SHELTER

The City of Burbank addresses the emergency needs of the homeless and persons needing emergency shelter by actively

participating in programs administered by public and quasi-public agencies. The City supports the voucher assistance program administered by the Burbank Temporary Aid Center (BTAC) by giving the BTAC a portion of the City's CDBG funds each year. This program provides motel vouchers to homeless persons as well as food and clothing. Transportation assistance is also provided.

A Disaster Preparedness Task Force has been formed which is dealing with the provision of emergency shelters in cases of natural disaster. Many sites have been identified for emergency shelters and the Red Cross is an active participant in setting up these shelters. In addition to the Red Cross, the Salvation Army and the BTAC are ready to assist temporarily displaced people.

PROGRAMS BEING FORMULATED

13. AFFORDABLE SENIOR HOUSING

Due to the fact that there is no state or federal money directly available to Burbank to subsidize the construction of additional low to moderate income senior housing, the City is interested in encouraging and facilitating the private sector production of this type of housing.

After studying the economics of private market development in Burbank, (land, construction and finance costs), it became obvious that without significant financial subsidies, the private market is not likely to produce housing affordable to the very low and low income senior population (earning 50 to 70 percent of median area income). However, with density and parking incentives, and the possible waiver of certain development fees, it appears that the private sector can develop elderly housing affordable to the moderate income senior citizen. A moderate income household is one whose gross household income is 80 percent of the median household income in the area. Rent is considered to be affordable when it does not exceed 30 percent of the gross household income. With the current high cost of land and construction, new market rate developments have rents which are not affordable to this moderate income group.

A survey of new rental construction found the rents (including utility allowance) to be about \$100 more per unit than what is considered to be "affordable" for moderate income senior households.

The City is focusing on working with the private sector, through development incentives, to provide affordable elderly housing for the moderate income senior. This would mean that, in terms of February 1989 HUD income guidelines, a studio apartment (including utilities) would rent for about \$532 and a one-bedroom (with utilities) would rent for about \$608.

The type of development the City is trying to stimulate is multiple family rental units designed specifically for seniors and their specialized need in terms of building design and amenities with rents that are affordable to moderate income senior households.

In order to facilitate the production of this type of housing by the private development sector, the City is willing to offer development incentives, such as increased density, reduced parking and/or fee waivers, which will be regulated via the Planned Development process.

Federally-funded rental assistance programs are available only to seniors in the very low income group--with a gross household income which is 50 percent or less of the median household income in the area.

The other low and moderate income groups of seniors (those with incomes between 50 and 80 percent of the area median income) are not eligible for federally-funded rental subsidies. This group is the group the City would like to aid by offering development incentives to the private sector.

While at present it is not economically feasible without significant subsidies for the private sector to build senior units which would be truly affordable to those with incomes less than 80 percent of median, the lower rents of these units would at least be closer to affordable than would new market rate housing.

In summary, after assessing the need for elderly housing and analyzing options available for meeting this need, the following policies will guide the City's efforts to create more affordable senior housing in the community:

1. Encourage and facilitate the private sector development of affordable housing for moderate income seniors through the use of development incentives.
2. Utilize all available funds to subsidize the private sector development of affordable housing for very low and lower income seniors.

14. PROGRAM TO BE FUNDED BY TAX INCREMENT SET-ASIDE FOR LOW AND MODERATE INCOME HOUSING

An important issue that affects Burbank's housing strategy and future programs is the 1985 adoption of AB 265, the so-called Twenty-Percent Low and Moderate Income Set-Aside.

In 1985, and once again in 1988, the State of California Health and Safety Code was amended requiring agencies for redevelopment plans adopted prior to 1977 to set aside, on an annual basis, 20 percent of tax increment revenue for low and moderate income housing. Burbank has three redevelopment project plans adopted prior to this date.

The Burbank Redevelopment Agency in 1985 adopted Resolutions Nos. 1353 (Golden State), 1354 (City Centre) and 1355 (West Olive) for the project areas, identifying a list of existing financial obligations and project activities that exempted the Agency from the required 20 percent tax increment set-aside. The taxes allocated to the Agency for the project were required to make payments under the existing obligations, were used by the Agency for that purpose, and were also necessary to be used by the Agency to provide for the orderly and timely completion of the existing programs during that fiscal year. Also in 1985, the Agency established a Low and Moderate Income Housing Fund.

Beginning in fiscal year 1988-89, Burbank will either put into the Low and Moderate Income Housing Fund, or accrue as debt, 20 percent of the tax increment revenue from the City's redevelopment project areas. Pursuant to state law, an agency sets aside less than the required 20 percent due to existing obligations or the need to complete previously planned activities, a deficit in the amount of the difference between the amount deposited and 20 percent is automatically created as an indebtedness of the project, and the agency must adopt a plan to eliminate that deficit in subsequent years.

It is likely, however, that the Redevelopment Agency will begin putting all or part of the set-aside monies into the Low and Moderate Income Housing Fund as early as fiscal year 1988-89.

State law is very flexible about what kinds of expenditures qualify for the set-aside funds. Low and moderate income housing programs utilizing the available money will be formulated and

administered by the Redevelopment Agency and/or Housing Authority. Proposed programs include:

1. Land write downs and below market financing for private sector development of lower income affordable housing--for families and elderly;
2. A locally-funded rental subsidy program similar to Section 8.

Housing Program Summary Matrix

The following Housing Program Summary Matrix describes all the housing-related programs in Burbank in terms of their goals, objectives, funding sources, responsible agency and time frame. Where possible, quantified objectives for each program are given. Some of the existing programs, as well as the programs being formulated, do not have specific numerical objectives, inasmuch as it is impossible to predict private sector utilization. However, these programs are expected to make a significant contribution toward meeting the identified housing needs in the community.

Attainment of the stated housing goals and implementation of the housing policies, programs and objectives is expected to be a continuous endeavor of the City of Burbank. The City's current and proposed programs for addressing housing needs are a multifaceted approach and, therefore, priorities have been recommended only in a few areas. These priorities indicate areas of need which will be emphasized in the years ahead and/or which will establish guidance for more specific implementation actions.

- Residential rehabilitation activities and housing maintenance activities will be primarily emphasized in census tracts 3105, 3107 and 3118 (Diagram 1).
- New construction of multiple family rental units affordable to lower income households will be encouraged whenever possible.
- Housing assistance programs for owners and renters will be implemented in proportion to their need, whenever possible.
- Housing assistance programs for the elderly, handicapped and families will be implemented in proportion to their need, whenever possible.

- Revitalization of existing rental housing in need of upgrading and/or rehabilitation is of primary importance to the City and will be emphasized in the future.
- Fair housing and affirmative marketing activities of the City will be maintained and emphasized in the future.

CITY OF BURBANK: DESCRIPTION OF HOUSING PROGRAMS

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
ACTIVE PROGRAMS						
1. Residential Rehabilitation Program	Preservation of the Existing Housing Stock Preservation of Affordable Housing	Aid low income homeowners and renters Rehabilitate 50 units per year: 25 renter and 25 owner	Below interest rate loans Deferred loans Cash rebates	Housing and Community Development Block Grant Rental Rehab Section 312	City of Burbank Housing and Grants Division	Continuation of Ongoing Program
2. Building & Fire Code Enforcement Program	Preservation of the Existing Housing Stock and Commercial Structures Property Maintenance	Ensure that residential buildings comply with Code Enforcement	Survey of residential and commercial buildings	City of Burbank General Fund Community Development Block Grant	City of Burbank Building Division City of Burbank Fire Department City of Burbank License and Code Enforcement Office	Continuation of Ongoing Program
3. Neighborhood Revitalization Program	Preservation of Housing and Neighborhoods Standards and Plans for Adequate Housing Sites	Improvement of streets, alleys, sidewalks, driveways, fire hydrants and water mains in low income areas	Phased development of neighborhood revitalization projects Improvements to water mains and street lights, and reconstruction of streets and alleys	Community Development Block Grant	City of Burbank Community Development, Public Service and Public Works departments	Continuation of Ongoing Program
4. Land Use Element and Zoning Ordinance	Provide Standards and Plans for Adequate Housing Sites	Plan for and regulate land use so that there are suitable housing sites and that housing sites serve a broad range of housing needs	Revise the Land Use Element when appropriate through the use of the General Plan Amendment process Enforcement of the Zoning Ordinance	City of Burbank General Fund	City of Burbank Community Development Department, Planning Division	Continuation of Ongoing Program

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
5. Section 8 Existing Housing Program	Adequate Provision for Housing Needs Preservation of Affordable Housing	Continuation and expansion of existing housing assistance payments for lower income households with 518 certificates and 304 vouchers Assist 200 new lower income households each year with vouchers or certificates	Implementation of Section 8 Housing Assistance Program with Certificates and Vouchers Apply for all available Section 8 Certificates or Vouchers	U.S. Department Housing and Community Development (Annual Contributions Contract)	City of Burbank Housing Authority	Continuation of Existing Program
6. Residential Condominium Conversion Regulations	Adequate Provision for Housing Needs Preservation of Affordable Housing Assistance to Displace Tenants	Ensure that multiple family rental units being converted to condominiums meet reasonable physical standards Mitigate the impact of eviction for residents of rental units being converted to condominiums Promote homeownership and bring a greater amount of owner-occupied housing on the market which is affordable by all economic segments of the community	A Conditional Use Permit is required to approve or conditionally approve a residential condominium conversion A Conditional Use Permit will not be issued for any building for which a Certificate of Occupancy was issued less than two years prior to application for such Conditional Use Permit	City of Burbank General Fund Fees of \$375 for Conditional Use Permit and \$800 for Subdivision Map	City of Burbank Community Development Department, Planning Division	Ongoing Program begun in June 1979
7. Fair Housing Program	Provision of Accessible Housing	Further fair housing in the community Increase the choice of housing opportunities for low and moderate income persons, including members of minority groups and female-headed households	Training of Housing Authority staff in counseling and mediation Increase awareness of fair housing rights and obligations through dissemination of promotional materials and information Implementation of a counseling service Design and production of Affirmative Marketing material Investigation of housing discrimination cases	Housing and Community Development Block Grants City of Burbank General Fund Time and materials contributions by Fair Housing Council of the San Fernando Valley	City of Burbank Housing Authority Fair Housing Council of the San Fernando Valley	Ongoing Program begun in July 1979

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
8. Second Dwelling Unit Program	<p>Increase the Supply of Low Cost Elderly and Handicapped Housing</p> <p>Property Maintenance</p> <p>Preserve the Existing Housing Stock</p>	<p>To bring more housing opportunities within reach of elderly and handicapped persons</p> <p>To upgrade and ensure that residential buildings comply with Code requirements</p> <p>To preserve the character of the single family neighborhood</p>	Implementation of the Caretaker Ordinance	City of Burbank General Fund	City of Burbank Community Development Department	Ongoing Program begun in August and October 1983
9. Program for Construction of Affordable Housing	<p>Provide Housing Affordable to All Income Groups</p> <p>Standards and Plans for Adequate Housing Sites</p>	<p>Construction of 25 new rental units per year for 3 years or 42 units for 5 years</p> <p>Provide for the housing assistance needs of 42 lower income families</p>	<p>Implementation of Housing Assistance Program</p> <p>Assistance in acquisition and relocation by a potential developer</p> <p>Identification and selection of suitable sites for new construction</p> <p>Assistance in obtaining favorable financing</p>	<p>Housing and Community Development Block Grant</p> <p>Redevelopment Agency Tax Increment Funds</p>	<p>City of Burbank</p> <p>City of Burbank Housing Authority</p> <p>City of Burbank Community Development Department</p> <p>City of Burbank Redevelopment Agency</p>	Construction of new units will commence by 1991
10. Comprehensive New Construction Incentives Program	<p>Increase the Supply of Affordable Housing in the City</p> <p>Encourage Development of Affordable Housing to Meet the Special Needs of Seniors</p>	To encourage and facilitate production of affordable housing	<p>Provide construction incentives and facilitating measures (comply with Section 65915 of Government Code)</p> <p>Use the Planned Development process to provide incentives to developers</p>	City of Burbank General Fund	City of Burbank Community Development Department, Planning Division	Ongoing Program
11. Lifeline Credit Program (Utility Users Tax Exemption)	Promote Affordable Housing Opportunities for All Segments of the Population	Reduce the cost of housing for lower income seniors and handicapped persons	Provide reduced utility rates	City of Burbank General Fund	City of Burbank Public Service Department	Ongoing Program

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
12. Emergency Shelter	Provide emergency shelter, food and clothing for homeless people	Work through public and quasi-public agencies to provide for needs of homeless	Provide funding for BTAC to aid homeless with vouchers, food and clothing Assist in locating sites for shelters	Community Development Block Grant	City of Burbank Housing Authority	Ongoing Program
13. Low Income Senior Housing	Provide Affordable Housing Opportunities for All Segments of the Population	Provide affordable housing opportunities for lower income seniors	Work with private sector, through development incentives, to provide affordable housing for lower and moderate income seniors Utilize all available funds to subsidize the private sector development of affordable housing for very low and low income seniors	City of Burbank General Fund	Community Development Department, Planning and Housing Divisions City of Burbank Housing Authority	Program in place by 1990
14. Program to be Funded by Tax Increment Set-Aside	Provide Affordable Housing Opportunities for All Income Groups	To create more affordable housing opportunities in the community both through rental subsidies and new construction	Utilize monies in the Low and Moderate Income Housing Fund to create new affordable housing opportunities	20% Tax Increment Set-Aside from Redevelopment projects	City of Burbank Redevelopment Agency City of Burbank Community Development Department, Housing Division City of Burbank Housing Authority	Beginning Fiscal Year 1988-89

Housing Programs Addressing Major Need Areas

The following table summarizes the major areas of need identified in the Element and lists the programs which are intended to address this need. Where possible, quantified goals are given for each program. Many of the programs, both existing and those in the process of being formulated, do not have specific numerical goals because it is impossible to predict private sector utilization of the program. These programs are expected to make a significant contribution toward meeting the identified lower income housing needs. The programs will be closely monitored and should they be found not to be effective in stimulating private sector involvement in the production of lower income housing, they will be restructured.

NEED	PROGRAM IN ELEMENT	GOAL	
		Annual	5 - Year (7/89 - 6/94)
REHABILITATION	Residential Rehabilitation Loan Program (#1)	50 (25 rental) (25 owner)	250
AFFORDABILITY (Existing Units)	Section 8 Existing Housing Program (#5)	200 new households	1,000 new households
	Second Dwelling Unit Program (#8)		
	Tax Increment Set-Aside Program (#13)		
NEW CONSTRUCTION (Units)	Program for Construction of Affordable Housing (#9)	8-9	42
	Second Dwelling Unit Program (#8)	*	*
	Comprehensive New Construction Incentives Program (#10)	*	*
	Low Income Senior Housing Program (#12)	*	*
	Tax Increment Set-Aside Program (#13)	*	*
* Impossible to estimate private sector utilization of program			

VII. ASSESSMENT OF GOALS, POLICIES, OBJECTIVES AND PROGRAMS

This section of the Housing Element is a review of the goals, policies, objectives and programs in the 1984 Housing Element. It analyzes significant differences between what was projected or planned and what was achieved. Appropriateness of goals, objectives and policies of the Element are reviewed to illustrate what was learned from the previous Element and how it is incorporated in the 1989 Element.

A. OVERVIEW

The 1984 Housing Element of the General Plan set goals for the overall provision of more housing in the community, and especially focused on the provision of more affordable housing opportunities. The Element included numerous programs designed to meet these goals. In addition, the Element addressed the need to rehabilitate existing housing and had programs designed to achieve specified rehabilitation goals. At the end of this section is a table outlining the needs identified in the 1984 Element, the various programs which address those needs, the quantified goals of each program and our level of achievement.

While the various programs in the 1984 Housing Element may not have performed exactly as anticipated in the Element, the City's overall performance in the production of new affordable housing opportunities for lower income households was excellent.

In the 1984 Element, the projected need for new housing units in the City was 1,058 units (gross) between January 1984 and July 1989 (192 units a year). This was based on Burbank being able to house a "fair share" of the anticipated regional growth. We have far exceeded this level of housing production. Of this total 1,058 new units by 1984, 408 should have been affordable to lower income households (180 very low and 228 low).

The City exceeded its overall goal of providing 408 units of affordable housing opportunities to lower income households. With 428 new lower income households receiving rental assistance (which in effect makes additional units available for lower income households), and with the construction of 212 new lower income units, we have made 640 new units available to lower income households, exceeding the 408 set as a goal for 1989.

The following table summarizes the major program goals in the 1984 Housing Element and assesses performance.

SUMMARY OF MAJOR PROGRAM GOALS IN THE 1984 HOUSING ELEMENT AND PERFORMANCE

NEED	PROGRAM IN 1984 ELEMENT (with Program Number)	GOAL/COMMITMENT		ACCOMPLISHMENT 1984 - March 1989
		Annual	5-Year 6/84 - 7/89	
REHABILITATION	<div>- Housing Revitalization (#1)</div> <div>- Affordable Housing Residential Rehabilitation Program (Redevelopment Financed 1982-1986) (#9)</div>	<div>50 (25 rental) (25 owner)</div> <div>35</div> <div>85</div>	<div>250</div> <div>70 (4-yr program ends 6/86)</div> <div>320</div>	<div><div>Program</div><div>Units Rehabbed</div><div>CDBG235</div><div>Rental Rehab55</div><div>Affordable Housing71</div><div>Section 3121</div><div>Disaster Relief2</div><div>364</div><div>Goal exceeded by 44 units</div></div>
AFFORDABILITY (Rental Subsidies)	<div>- Section 8 Existing Housing Program (#5)</div> <div>- Affordable Housing Rental Assistance Program (Redevelopment Financed 1982-1986) (#9)</div>	<div>50</div> <div>35</div> <div>85</div>	<div>250</div> <div>70 (4-yr program ends 6/86)</div> <div>320 new households</div>	<div>404 <u>new</u> households--100 new Section 8 certificates/304 <u>new</u> Section 8 vouchers</div> <div>Total 882 households to be assisted in 1989 as compared to 418 in 1984.</div> <div>Goal exceeded by 84 units</div>
NEW CONSTRUCTION	<div>- Program for Construction of New Affordable Housing (#8)</div> <div>- New Construction Incentives Program (#12)</div>	<div>12</div> <div>10</div> <div>22</div>	<div>60</div> <div>50</div> <div>110</div>	<div>1985 Verdugo34 units (lower income)</div> <div>1987 Casden80 units (lower income)</div> <div>114 units</div> <div>1988 Wesley Tower98 units (elderly/ very low income)</div> <div>Total 212 units</div> <div>Goal exceeded by 102 units</div>

SUMMARY OF MAJOR PROGRAM GOALS IN THE 1984 HOUSING ELEMENT
AND PERFORMANCE (cont'd)

OTHER PROGRAMS IN ELEMENT	ACCOMPLISHMENT 1984 TO PRESENT
<p>- LAND USE ELEMENT AND ZONING ORDINANCE (#14)</p>	<p>New Land Use Element increases residential densities in some existing multiple family areas and increases the overall residential capacity of the City. As discussed in the 1984 Housing Element, this has the effect of facilitating new residential development in the City.</p>
<p>- SECOND UNIT PROGRAM (#10)</p> <p>The adoption of two ordinances allowing and regulating the use of second dwelling units on R-1 lots was expected to make available about 25 new residential units per year.</p>	<p>Since 1983 when the ordinances were adopted, there have been only 30 applications for second units. Of these, 14 have been approved and 16 denied. All approvals occurred prior to June 1985--since then all applications (eight) have been denied.</p> <p>Recent adoption of revised ordinance should greatly increase rate of approvals.</p>
<p>- NEW CONSTRUCTION INCENTIVE PROGRAM (also listed above in the New Construction "Needs" Section) (#12)</p> <p>This program was intended to provide developers various incentives to provide more affordable housing. Originally it was intended to codify incentives, such as density bonuses, reduced development standards, and expedited processing, which would be given in return for a certain percentage of affordable units in a project.</p>	<p>In 1986 the City adopted a Planned Development Ordinance which gives the City the flexibility to negotiate with a developer and grant incentives, such as those mentioned in the Housing Element for well-designed projects which provide some affordable housing.</p>
<p>- BELOW MARKET INTEREST RATE FINANCING (#11)</p>	<p>In 1985 the City established the Multi-Family Rental Housing Bond Program which provides below market interest rate mortgage loans for apartment building. Although inducement resolutions were passed for two projects, the developers later decided to secure other financing.</p>

B. GOALS AND POLICIES

It is the desire of Burbank to reflect the California State Housing goal of "the provision of a decent home and a satisfying living environment for every California household". The goals, policies and objectives of the 1984 Housing Element reflect this goal. The 1984 Element addressed goals that fall into five categories: housing opportunity and accessibility; housing supply and availability; affordability; housing preservation; and service infrastructure.

1. HOUSING OPPORTUNITY AND ACCESSIBILITY

The City has been successful in "providing equal housing opportunities for all income groups without discrimination on the basis of race, religion, ethnicity, sex, age, marital status or household composition". This 1984 Housing Element goal has been accomplished by maintaining financial support for the Fair Housing Council of the San Fernando Valley and continued use and expansion of federally funded programs such as the Section 8 Housing Program. Expansion and availability of federally funded housing programs have occurred. The goals, policies and objectives of this section have been maintained in the updated 1989 Element due to the effectiveness that has been exhibited.

2. HOUSING SUPPLY AND AVAILABILITY

The 1984 Housing Element goal of "promoting development of housing stock that varies sufficiently in cost and terms to meet the economic needs of existing and future residents" has been accomplished. In order to develop housing stock, the City has developed a more efficient system--a project review known as Site Plan Review--which allows initial review of a proposed multiple family project by all involved City departments and divisions. This gives the developer advance information about needed redesign and total project costs and can therefore streamline the approval process. An objective of the 1984 Housing Element called for a study of the feasibility of issuing a series of mortgage revenue bonds to provide below market rate financing and to adopt such a program, if feasible. The program has been adopted; however it is underutilized by the public due to the change of the 1986 federal tax laws. A second objective of the 1984 Element was to revise the General Plan.

This objective ensures a sufficient amount of land available for multiple family residential development has been completed. The Land Use Element of the General Plan was revised and adopted in 1988. This Element accomplished the objective of ensuring a sufficient amount of land is available for multiple family residential development. Developers are encouraged to take advantage of these opportunities. The third objective was to encourage developers to utilize any available CHFA/FHA/HUD programs. The fourth objective was to monitor the Zoning Ordinance to allow the placement of manufactured housing on lots zoned single family. This is allowed but not practiced. Vacant single family lots are scarce.

The fifth objective of encouraging new types of construction methods and housing types will continue. The last objective called for the amendment of the Zoning Ordinance to allow density bonuses for construction of housing for low and moderate income families. This was accomplished by the introduction of a Planned Development process which allows such bonuses.

3. AFFORDABILITY

This 1984 Housing Element goal is "to promote development of housing at prices affordable to all economic segments of the community". In order to meet this goal, the City has encouraged utilization of federal and state programs to assist homeowners and renters in coping with high housing costs. As a policy, developers are encouraged to utilize all available funding from federal and state programs designed to produce affordable housing. The CDBG Rehabilitation program requires that landlords not increase rents as a direct result of City-subsidized rehabilitation activities. These policies and objectives have been effective and are maintained in the 1989 Housing Element. The Section 8 program has been expanded from 418 to 822 units since 1984. The addition of 595 units is the goal for the next three years.

4. HOUSING PRESERVATION

- This goal as stated in the 1984 Element is "to preserve existing residential neighborhoods and housing units through commitment of public and private sector resources". This goal has been expanded in the 1989 Element to include neighborhood revitalization. Included is the insurance that

public services are adequately delivered to all neighborhoods. This policy has been maintained and will continue to be maintained in the 1989 Element.

- The 1984 policy of Code enforcement is accomplished by the Code enforcement programs administered through the License and Code Service Section. This program has been expanded and CDBG resources have been allocated to fund a full-time inspector. Commitment to ensure Code compliance in designated low income areas will enhance the community.
- The Housing Revitalization goal is accomplished through the various residential rehabilitation programs that the City administers. Over the past five years, the range of programs has expanded to meet the needs of all income segments in the community. The programs are effective and popular. There is an extensive waiting list for the CDBG Residential Rehabilitation Program.
- Another area of the City needing special attention is the neighborhood impacted by airport noise which is now addressed in a policy in the 1989 Element. The City will be entering into a Cooperative Agreement with the Burbank-Glendale-Pasadena Airport Authority to implement the Part 150 Noise Compatibility program.
- The needs of low and moderate income renter households have been met both with the residential rehabilitation efforts and with the expansion of the Section 8 Housing Assistance Program.
- An objective of the 1984 Element calls for residential densities to be increased through the use of zone changes and planned developments; this is now available. The second goal in this section is "to maintain and encourage homeownership". This goal is accomplished through the City's established policies.
- The policy of maintaining the single family character of Burbank is a self-maintained policy. It is carried out by staff and City government. High-rises and multiple family construction areas are now required to be separated by a 20-foot landscaped buffer zone if abutting single family residential.
- Added to the 1989 Element is the objective of notifying specific neighborhoods for concentrated revitalization efforts in order

to create a neighborhood conservation plan. This would be carried out by the Burbank Housing Authority and would result in an efficient source of identification of areas that have blighted structures. It would also aid the City by targeting areas for revitalization and increase efforts to promote the residential rehabilitation program. This will assure the rehabilitation of areas that need it.

In summary, the 1984 Element was effective in meeting its two specified goals in the Housing Preservation category. The added objectives in the 1989 Element, however, will assure the continuance of the success of the goals, policies and objectives.

5. SERVICE INFRASTRUCTURE

The goal, policy and program objectives of the 1984 Element are continued in the 1989 Element. The goal of "making certain that maximum densities permitted in residential areas and new residential development are within the City's ability to provide necessary public services" is assured through the City's Site Plan Review process. Fees such as sewer facilities fees are collected for every project to update infrastructure. All development proposals (with the exception of single family homes) are analyzed through the Site Plan Review process and by all departments and divisions, where applicable. When an environmental impact review is required for a project, a fiscal impact analysis is required. The goal, policy and program objective are being met.

For the most part, goals, policies and objectives of the 1984 Housing Element were realized.

C. PROGRAMS

1. HOUSING REVITALIZATION

This general heading of housing revitalization encompasses several residential rehabilitation programs that work in concert to preserve the existing housing stock. Emphasis is given to the preservation and upgrade of the affordable housing units in the City. The established goal in the Housing Assistance Plan is

50 units per year, divided equally between homeowners and renters. This goal will certainly be met in the future, just as it has in the past. The various programs offer a variety of assistance.

2. BUILDING AND FIRE CODE ENFORCEMENT PROGRAM

This program had the goal of preserving existing housing stock and commercial structures and ensuring property maintenance. The goal has been maintained in the 1989 Element. Inspectors fill positions in the newly formed License and Code Services Office as well as the Building Division and Fire Department. A new Code Enforcement Inspector was hired in March 1989. This program has been successful in the past. Officers ensure that residential buildings comply with Code requirements and violation notices and fines have been issued.

3. NEIGHBORHOOD REVITALIZATION PROGRAM

This 1984 Housing Element program had two major goals: "to preserve housing and neighborhoods", and "to have standards and plans for adequate housing sites". These goals are continued in the 1989 Element. In order to better meet these goals, there is a neighborhood conservation plan which identifies specific neighborhoods for concentrated revitalization projects. This program mainly deals with infrastructure improvement. This program has been successful and has exceeded the goals of 14,500 linear feet of streets, sidewalk, driveway and alley reconstruction and has provided 5,030 linear feet of street reconstruction, 28,289 square feet of sidewalk and driveway reconstruction, and 14,996 linear feet of alley construction. The goal of improving 6,750 feet of water mains was not met due to insufficient funding. In 1989, \$60,000 was given to the Public Service Department to upgrade 339 fire hydrants and 27,000 linear feet of street reconstruction over the next five years. The reconstruction of streets, alleys, sidewalks and drive ways is based on need and available CDBG funding.

4. LAND USE ELEMENT AND ZONING ORDINANCE

These documents contain standards and plans that would provide adequate housing. The Land Use Element was to be revised by the time of the 1989 Housing Element. The Land Use Element and a Zoning Ordinance have both been revised

to meet the City's needs. The new effective capacity is 55,707 units, as stated in the recently adopted Land Use Element. The Zoning Ordinance has been amended to allow for the increase of densities on a property when a Planned Development is utilized. And the amendment of the Code to increase parking and development standards is designed to ensure the preservation of the single family residential properties.

5. SECTION 8 EXISTING HOUSING PROGRAM

This 1984 and 1989 Housing Element program has the goal of providing adequate housing which is affordable to lower income families. The goal has been met. The program has expanded from an allocation of 418 units in 1982 to 822 in 1989. The Housing Authority will continue to apply for additional funding whenever possible. The current Housing Assistance Plan allows for the program to increase by 595 households.

6. RESIDENTIAL CONDOMINIUM CONVERSION REGULATIONS

This 1984 and 1989 Housing Element program has the goal of providing adequate homeownership opportunities that are affordable. This program is to promote homeownership for all economic segments of the community. This program has not been very successful over the past five years: no apartments have been converted into condominiums. This is because the condominium market is not as profitable as it once was. Condominium sales are down and the majority of the developers are building multiple family apartment units which have a higher rate of profit. The City has recently seen some new condominium applications which may indicate a trend toward increased condominium development. Consequently, although condominium conversions have not shown themselves to be a proven method to provide the chance for homeownership to lower and moderate income families, new condominium development may provide new opportunities for entry-level homeownership. The regulations and standards for condominium conversion are still maintained within the Zoning Ordinance and it still remains a program available to the community.

7. FAIR HOUSING PROGRAM

The goal of this 1984 and 1989 Housing Element program is to provide accessible housing with the objectives to further fair housing in the community and to increase the choice of housing opportunities. This program has been successful. The training of Burbank Housing Authority staff in counseling and mediation has occurred and education of the community has occurred. This program will be ongoing.

8. PROGRAM FOR CONSTRUCTION OF NEW AFFORDABLE HOUSING

The 1984 Housing Element objective to provide 12 units per year over a three-year period has been exceeded. A 34-unit multiple family apartment (Verdugo Gardens) was completed in 1985, as well as 80 units in 1987 and 98 units in 1988 for a total of 212 new lower income rental units.

9. AFFORDABLE HOUSING PROGRAM (REDEVELOPMENT TAX INCREMENT FINANCED)

This 1984 Housing Element program was in existence for four years. The goals were to increase the supply and quality of affordable housing: 91 total units were rehabilitated and 140 rental units were supplemented with rent subsidy payments. The goals were met. At the conclusion of the four-year program, the remaining funds were utilized as rental supplements to assist the very low income households on the program until they could be accommodated by Section 8 rental assistance.

10. SECOND UNITS IN R-1 ZONES

The 1984 Housing Element goals of this program were to increase the supply of affordable housing, preserve existing housing stock and property maintenance. The program was designed to bring more housing opportunities within reach of low and moderate income individuals. Unfortunately, few second units were approved by the Planning Board because it was believed that the character and quality of the single family neighborhood would be jeopardized, and the neighborhoods would become de facto multiple family residential zones.

In the 1989 Housing Element, the program has been renamed the Second Dwelling Unit program. The City Council has recently adopted what is known as the Caretaker Ordinance that would allow a second dwelling unit only if it meets minimum development standards of the particular use and is occupied by one of the following groups: the elderly, handicapped, immediate or extended family members, and persons receiving or providing regular and continuous personal health care. The goal is to provide low cost housing to low and moderate income residents of these groups while still preserving the character of the single family neighborhood. The changes in this program assure the approval of a greater number of these units.

11. BELOW MARKET RATE FINANCING

The goal of this program was to encourage the development of new housing opportunities in the community in general and of affordable housing opportunities in particular. The City Mortgage Revenue Bond program is in place but is not in demand. Developers are encouraged and assisted in securing favorable financing through federal or state programs.

12. COMPREHENSIVE NEW CONSTRUCTION INCENTIVES PROGRAM

The goal of this program was to encourage new residential development in the City and to increase the supply of affordable housing. This program is offered to developers but it has been underutilized. The Code has been amended to allow this program and this program has been maintained in the 1989 Housing Element. Because this program has been underutilized, the objective of ten new affordable housing units per year hasn't been met.

VIII. GLOSSARY

Below are some commonly used phrases and words in the Housing Element that were not defined in the text.

Affordable Unit: A unit whose cost is such that the buyer or renter does not pay a gross payment that exceeds 30 percent of the monthly/annual income.

Community Development Block Grant (CDBG): The Federal Housing and Urban Development Department's (HUD) primary means of providing community development assistance. Through the program HUD provides 100 percent federal grants (with no matching requirement) to local governments for funding a wide range of Community Development activities. CDBG was created in 1974 and consolidates many former grant programs, such as Urban Renewal and Model Cities.

Condominium: An estate in real property consisting of an undivided interest in common in a portion of a parcel of real property together with a separate interest in space in a residential building constructed originally on such real property as an apartment for occupancy by a tenant or tenants pursuant to a rental or lease agreement. Such estate may, with respect to the duration of its enjoyment, be either (1) an estate of inheritance or perpetual estate, (2) an estate for life, or (3) an estate for years, such as leasehold or a subleasehold.

Elderly: Persons 65 years or older (unless otherwise noted).

General Maintenance: Repairs to a housing unit costing 0 - \$1,000.

Handicapped: Persons determined to have a physical impairment or mental disorder which is expected to be of long-continued or indefinite duration and is of such a nature that the person's ability to live independently could be improved by more suitable housing conditions.

Household: All persons occupying a single dwelling unit.

Housing Assistance Plan (HAP): The HAP is required as part of the application for Community Development Block Grant Funds. The HAP surveys the condition, type, locations of existing housing, describes the housing needs of low and moderate income persons, outlines the type and location of housing that would best meet their needs, sets forth an annual goal specifying the numbers of units or families to be assisted and provides that most of the persons assisted in substantial rehabilitation efforts will be persons of low and moderate income.

Housing Unit or Unit: The place of permanent or customary and usual abode of a person, including a single-family dwelling, a single unit in a two-family dwelling, a unit or a condominium or cooperative housing project, a non-housekeeping unit, a mobile home, or any other residential unit which either is considered to be real property under State law or cannot be moved without substantial damage or unreasonable cost.

Large Family: A family of five or more persons.

Low Income: 50 to 80 percent of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by the Federal Department of Housing and Urban Development (HUD).

Lower Income Household: A household whose income with the adjustments for household size does not exceed 80 percent of the median household income of the metropolitan area (SMSA).

Moderate Income: 80 to 120 percent of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by HUD.

Rehabilitation: Repairs to a housing unit costing \$1,000 - 50 percent of value. Also defined by the State as "...a housing unit which in its present state materially endangers the health, safety or well-being of its occupants in one or more respects, and which is economically feasible to repair."

Replacement: Replacement housing is called for when a housing unit needs repairs costing more than 50 percent of value. Also known as demolition. Also defined by the State as "...a dwelling unit which in its present state materially endangers the health, safety or well-being of its occupants in one or more respects, and which is not economically feasible to repair."

Section 8: A rent subsidy program that is the main source of Federal Housing Assistance for low-income persons.

Very Low Income: 50 percent or less of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by the Federal Department of Housing and Urban Development (HUD).

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